

TOWN OF ATHERTON

GENERAL PLAN

REVISIONS 2002

Adopted November 20, 2002

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Prepared By

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RESOLUTION 2002-1

A RESOLUTION OF THE PLANNING COMMISSION OF THE TOWN OF ATHERTON RECOMMENDING CITY COUNCIL ADOPTION OF THE DRAFT HOUSING ELEMENT (2001 UPDATE), THE GENERAL PLAN PROPOSED REVISIONS 2002 AND DRAFT NEGATIVE DECLARATION FOR THE GENERAL PLAN REVIEW AND HOUSING ELEMENT UPDATE PROJECTS

WHEREAS, California Government Code requires that each city in the San Francisco Bay Area update its Housing Element and the State Attorney General has suggested that Atherton update the balance of its General Plan, and

WHEREAS, the Atherton General Plan Committee has worked closely with Staff in developing drafts of the Housing Element Update and General Plan Proposed Revisions 2002, and

WHEREAS, the Planning Staff has prepared an Initial Study and Draft Negative Declaration analyzing the potential environmental effects of adoption of the General Plan Proposed Revisions and Housing Element Update, and

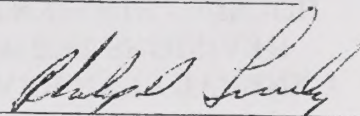
WHEREAS, the Planning Commission conducted a public hearing on the Housing Element Update and General Plan Proposed Revisions on October 23, 2002 at which time all individuals desiring to comment on the proposals were heard.

NOW THEREFORE BE IT RESOLVED, that the Atherton Planning Commission hereby takes the actions and makes the recommendations listed below:

1. Approves the Initial Study and Draft Negative Declaration for the General Plan Review and Housing Element Update dated August 30, 2002 and declares that it has considered this document during its review of the Housing Element Update Proposal and General Plan Proposed Revisions.
2. Recommends City Council adoption of the Draft Housing Element (2001 Update) with modifications noted therein.
3. Recommends City Council adoption of the General Plan Proposed Revisions 2002 with modifications noted therein.

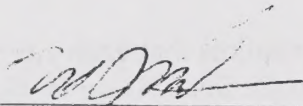
I hereby certify that the foregoing Resolution was duly and regularly passed and adopted by the Atherton Planning Commission at a regular meeting thereof held on the 23rd day of October 2002, by the following vote:

AYES COMMISSION MEMBERS: Andrews, Acheson, Hau, Lively, Oster
NOES COMMISSION MEMBERS: _____
ABSENT COMMISSION MEMBERS: _____
ABSTAIN COMMISSION MEMBERS: _____



Philip Lively, Chair

ATTEST:



Neal J. Martin, Town Planner

RESOLUTION NO. 02-32

**A RESOLUTION OF THE CITY COUNCIL OF THE TOWN OF ATHERTON
ADOPTING THE DRAFT HOUSING ELEMENT (2001 UPDATE), THE
GENERAL PLAN PROPOSED REVISIONS 2002 AND DRAFT NEGATIVE
DECLARATION FOR THE GENERAL PLAN REVIEW AND HOUSING
ELEMENT UPDATE PROJECTS**

WHEREAS, California Government Code requires that each city in the San Francisco Bay Area update its Housing Element and the State Attorney General has suggested that Atherton update the balance of its General Plan, and

WHEREAS, the Atherton General Plan Committee has worked closely with Staff in developing drafts of the Housing Element Update and General Plan Proposed Revisions 2002, and

WHEREAS, the Planning Staff has prepared an Initial Study and Draft Negative Declaration analyzing the potential environmental effects of adoption of the General Plan Proposed Revisions and Housing Element Update, and

WHEREAS, the Planning Commission conducted a public hearing on the Housing Element Update and General Plan Proposed Revisions on October 23, 2002 at which time all individuals desiring to comment on the proposals were heard, and

WHEREAS, the Atherton City Council conducted a public hearing on the Housing Element Update and General Plan Proposed Revisions on November 20, 2002 at which time all individuals desiring to comment on the proposals were heard..

NOW THEREFORE BE IT RESOLVED, that the Atherton City Council hereby takes the actions and makes the recommendations listed below:

1. Adopts the Initial Study and Draft Negative Declaration for the General Plan Review and Housing Element Update dated August 30, 2002 and declares that it has considered this document during its review of the Housing Element Update Proposal and General Plan Proposed Revisions.
2. Adopts the Draft Housing Element (2001 Update) with modifications noted therein.
3. Adopts the General Plan Proposed Revisions 2002 with modifications noted therein.
4. Directs Staff to transmit a copy of the Adopted Housing Element to the California Department of Housing & Community Development for their review and comment in accordance with statute.

5. Directs Staff to notify the California Attorney General that the Town has completed its General Plan review and has adopted the General Plan Revisions 2002.

* * * * *

I hereby certify that the foregoing Resolution was duly and regularly passed and adopted by the Atherton City Council at a regular meeting thereof held on the 20th day of November 2002, by the following vote:

AYES	5	COUNCIL MEMBERS: McKeithen, Janz, Fisher, Conwell, Carlson
NOES	0	COUNCIL MEMBERS:
ABSENT	0	COUNCIL MEMBERS:
ABSTAIN	0	COUNCIL MEMBERS:


Alan B. Carlson, Mayor

ATTEST:


Sharon Barker, City Clerk

APPROVED AS TO FORM:

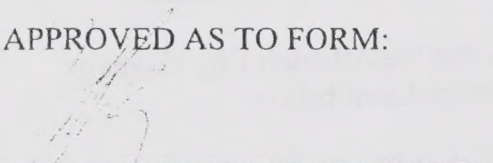

Marc G. Hynes, City Attorney

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1.000 LAND USE ELEMENT

1.100 INTRODUCTION

1.110 Purpose

The Land Use Element delineates in written and graphic terms Atherton's goals, objectives and policies concerning future land uses within the Town's jurisdiction. The Element sets forth the distribution, location and extent of residential, open space and public land uses.

1.120 Relation to Other Elements

While the Land Use and Circulation Elements are the primary General Plan policy elements, other parts of the Plan contain policies and proposals which relate to the Land Use Element. Elements of the Plan which are related to the Land Use Element include Circulation, Housing, Open Space, Conservation and Noise.

1.200 LAND USE GOALS AND OBJECTIVES

1.210 Goal

To preserve the Town's character as a scenic, rural, thickly wooded residential area with abundant open space.

1.220 Objectives

1.221 To establish a framework for determining the location and extent of land uses within the Town's area of interest.

1.222 To limit the nature of land uses to those which are compatible with the overall land use planning goal.

1.223 To retain the high quality of maintenance and living environment existing in the Town's residential neighborhoods.

1.300 RESIDENTIAL LAND USE

1.310 General Description

Residential areas are designed to contain housing and related facilities such as schools and churches. Residential land uses determine the level of need for schools, public facilities, roads and parks.

1.320 Residential Land Use Categories

1.321 Residential Density and Building Intensity Standards

Residential density is expressed in dwelling units per net acre. Population density is expressed in people per acre and is derived by multiplying the average population per household by the dwelling unit density. It is estimated that the population density figures will remain relatively constant through the year 2020.

Note: Population per household projections are found in Housing Element Table H-10 and are listed below:

YEAR	POPULATION PER HOUSEHOLD
1990	2.78
2000	2.85
2010	2.89
2020	2.86

Therefore, when rounded, the population density is about 3 people per acre. Planned residential building densities are based on the number of dwellings per net acre. Net density is defined as the horizontal projection of the gross land area in acres, less the area devoted to road rights-of-way divided into the total number of residential units. In calculating net density, areas that will be dedicated to permanent open space are included in the gross land area. In the General Plan, density ranges are used to define the broad land use categories. Specific densities are designated in the various zoning districts. Population densities were derived by multiplying the population per household (from 2000 U.S. Census) by the building intensity range. Population density numbers were rounded to the nearest whole number.

The Zoning Article of the Municipal Code limits the residential building intensity and bulk by the use of floor area ratios. The Code specifies the maximum amount of gross floor area that can be constructed on residential lots based on lot size. Floor area is defined as the total square footage of all roofed structures exceeding six feet in height on a residential lot, but not including open structures such as arbors.

TABLE LU-I: RESIDENTIAL DENSITY AND INTENSITY

Residential Land Use Category	Building Intensity (Units per Net Acre)	Minimum Lot Area Per Dwelling (Sq. Ft.)	Population Density	Zoning District Reference
Single Family	1	43,560	3	R-1A
Low Density	3	13,500	9	R-1B

1.322 Single Family, Low Density

The single family low density designation is applied to all residential land in Atherton. This land use density is intended to minimize environmental damage to sensitive, scenic and open space areas. The conventional single family detached home is the standard structural type planned for these areas.

1.330 Residential Land Use Policies

1.331 Future plans for residential development or redevelopment are severely limited due to the fact that the Town has been almost entirely developed.

1.332 The development of high density and/or high rise residential structures or commercial uses of any kind would destroy the scenic, rural and open space character of the Town, and is, therefore, prohibited.

1.333 Minimum lot sizes in hillside areas (defined as areas with average cross slopes greater than 20 percent) shall be related to the slope and shall not be less than:

TABLE LU-2: MINIMUM LOT SIZES IN HILLSIDE AREAS

Average Cross Size Slope	Minimum Lot Area
0-19.9%	1 Acre
20-34.9%	2 Acres
35% +	5 Acres

1.334 Structures higher than 34 feet shall be prohibited.

1.335 Proposed residential subdivisions, as well as proposals to replace existing homes, shall adhere to the following design criteria:

A. Maintenance of existing neighborhood environments shall be promoted by the design of the subdivision and subdivision improvements. Designs shall be visually harmonious and compatible with neighborhood character.

B. Adequate drainage and off-street parking shall be provided. Street lighting shall be kept to a minimum. Temporary or guest on-street parking areas shall be minimized.

C. Uniformity of lot design should be avoided by using such techniques as meandering streets.

D. Trees shall be preserved to the maximum extent feasible while allowing for construction within established parameters for setbacks and lot coverage in

accordance with the Municipal Code chapter regulating removal of and damage to heritage trees.

E. Residential land uses shall be designed in accordance with the density, floor area ratio, height, bulk and other standards established by the Town.

F. All utilities installed in conjunction with new subdivisions shall be placed underground.

G. Residential land uses shall be consistent with the goals, objectives and policies of the Atherton General Plan Housing Element.

H. Second residential units are permitted when consistent with adopted standards.

I. Privacy is a factor which shall be incorporated into subdivision, subdivision improvements and home design.

J. The Town allows minimum lot size subdivisions only where such minimum lot sizes do not significantly degrade established levels of privacy, wooded areas, and/or the open space environment.

K. Residential improvements shall follow the model policies developed for the San Mateo Countywide Stormwater Pollution Prevention Program to minimize the discharge of pollutants into the waterways.

1.400 OPEN SPACE LAND USE

1.410 General Description

Open space refers to both used and unused land. It includes developed and undeveloped park lands, visually significant open lands, water areas and wildlife habitat, and undeveloped land which is intended to be retained in an undeveloped state in the future.

Open space land use is generally intended for the following purposes:

A. Outdoor recreation.

B. Preservation of natural resources.

C. Managed production of resources.

D. Public health and safety.

E. Lands designated for use as parks and open space on the General Plan

Map are zoned POS and include Holbrook Palmer Park, the California Water Service property and other sites located throughout town. In addition, some of the lands zoned PFS, as well as many privately held parcels contribute to the town's inventory of open space.

1.420 Open Space Land Use Policies

1.421 The Town shall continue to preserve the open space characteristics of existing schools, churches and park facilities.

1.422 Land uses which diminish the open space character of the Town, such as commercial and high density residential uses, shall be prohibited.

1.500 PUBLIC AND QUASI-PUBLIC LAND USE

1.510 General Description

This land use category typically includes the types of activities and facilities which are generally recognized to be more conveniently provided by public or quasi-public agencies than by the private sector. Such uses include utilities such as water, sewer and power, basic facilities such as local government and schools, and services such as police and fire protection. Lands designated for public and quasi-public use on the General Plan Map are zoned PFS.

1.520 Public Facilities

Atherton has a wide variety of public facilities available to its residents. Some of these services and facilities are operated by the town, while any are provided by special districts and private companies. The boundaries of special districts are generally not related to or contiguous with Town boundaries.

1.530 Town Administration

Town administrative functions are located in several buildings grouped at the corner of Ashfield Road and Station Lane. The administrative building houses the administrative offices and the Town's police headquarters. The Town Permit Center is located in portable buildings across Station Lane between the Corporation Yard and the train depot parking lot. Building, Engineering/Public Works and Planning functions are accommodated in the Permit Center. Park and Recreation offices are located in the main building at Holbrook Palmer Park. The City Council chambers are located on the south corner of Ashfield Road and Station Lane. The Town desires to consolidate these activities (i.e. those currently housed in portable buildings) within a permanent Town building if and when feasible.

1.540 Public Services: Police, Fire and Libraries

The Town of Atherton has its own police force, while fire protection is handled by the Menlo Park Fire Protection District. Library facilities are provided by a branch of the San Mateo County Library, located on Station Lane.

1.550 Schools

PUBLIC

Public elementary schools in Atherton fall under the jurisdiction of three separate districts: Redwood City, Menlo Park and Las Lomas. The number of primary school age children has increased somewhat over the past 10 years as indicated by U.S. Census Data. However, the increase has been accommodated within existing or expanded schools. Public secondary school students generally attend Menlo/Atherton High School and Woodside High School, which are administered by the Sequoia Union High School District.

PRIVATE

There are six private schools in Atherton. Sacred Heart Schools includes three schools on its campus on Valparaiso Avenue: a Montessori preschool, St. Joseph's Elementary School and Sacred Heart Preparatory High School. Menlo School on Valparaiso Avenue has a middle school and a high school. Menlo College on El Camino Real is a four-year college with a major evening college component. Private schools in Atherton are requested to submit Campus Master Plans to the Town for public information purposes. The Master Plans are required to be reviewed annually. Conditional Use Permits for new or relocated buildings and facilities are required to be consistent with the Master Plan.

1.560 Public Utilities

The Town's water comes from the City and County of San Francisco operated Hetch Hetchy System. The water supply is delivered by the California Water Service Company. Sewage is collected by the West Bay Sanitary District and Fair Oaks Sanitary District for transmission to treatment facilities located in the eastern portion of Redwood Peninsula in Redwood City and operated by the South Bayside Systems Authority. Some stormwater drainage falls under the jurisdiction of the Atherton Channel Drainage District and/or San Mateo County Flood Control District. Pacific Gas and Electric Co., furnishes natural gas and electricity to Atherton.

1.570 Solid and Liquid Waste Disposal

Solid waste and recycling generated by the Town of Atherton is handled by a contractor, which hauls the waste to a transfer station and recycling in San Carlos and then to a disposal site at Ox Mountain north of State Route 92 and

Skyline Boulevard. Construction & Demolition debris is generally recycled at Zanker. Yard waste is sent to Newby Island for composting. The Ox Mountain Ranch Sanitary Land Fill operation is divided into two phases. The first phase, which is underway, is the filling of the Corinda los Trancos Canyon. A future phase will involve the filling of Apanolio Canyon in the same vicinity. Liquid wastes are collected by the West Bay Sanitary District and Fair Oaks Sanitary District and transmitted to facilities operated by the South Bayside Systems Authority in Redwood Shores.

1.580 Public and Quasi-Public Land Use Policies

- 1.581 Town administrative functions are located primarily at the Ashfield Road/Station Lane Administrative facilities.
- 1.582 Surplus school sites and other public lands shall be used for purposes which are compatible with the surrounding neighborhood and consistent with the General Plan land use designation.
- 1.583 The Town shall practice the use of drought tolerant vegetation in future landscaping of public lands to reduce the need for irrigation.
- 1.584 The Town supports recycling as a means of reducing the amount of waste material requiring disposal in the landfill. The Town's objective is to reduce the amount of waste material by continuing to participate in the South Bayside Waste Management Authority's recycling and clean waste programs. The Town shall encourage recycling and waste reduction efforts for residents, schools and in public and private development projects.

1.600 AREAS SUBJECT TO FLOODING

There are no areas within the Town identified as flood prone according to the Federal Insurance Administration.



ATHERTON GENERAL PLAN

LAND USE AND CIRCULATION PLAN DIAGRAM

SCALE IN FEET



LOW DENSITY SINGLE FAMILY RESIDENTIAL
PARKS AND OPEN SPACE
PUBLIC FACILITIES AND SCHOOLS



FREEWAY
STATE HIGHWAY
MINOR ARTERIAL
COLLECTOR

2.000 CIRCULATION ELEMENT

2.100 INTRODUCTION

2.110 Purpose

The Circulation Element describes facilities and policies for the movement of people and goods throughout the Town. It includes a plan of roadways, in addition to facilities for pedestrian, bicycle and rail transportation. Since Town policy seeks to preserve all streets and highways as scenic routes, this Element shall also serve as the Scenic Roadways Element of the General Plan.

2.120 Relation to Other Elements

The Circulation Element is most closely related to the Land Use and Housing Elements. It is particularly essential that the Circulation Element reflects and reinforces the goals and objectives set forth in the Land Use Element. Specifically, roadways and other transportation facilities must be planned and designed under the overriding principle of maintaining the Town's rural character.

2.200 CIRCULATION GOAL AND OBJECTIVES

2.210 Goal

To develop a circulation system that is compatible with the needs of various land uses planned within the Town of Atherton.

2.220 Objectives

2.221 To preserve the streets of Atherton as scenic routes.

2.222 To minimize the encroachment of the circulation network on the residential and open space uses which prevail throughout most of the community.

2.300 ROADWAYS

2.310 General Description

Roadways in the Town of Atherton may be divided into four classifications: highways; minor arterial streets; collector streets and local streets. While the vast majority of Atherton's roadways fall into the last category, each of these four categories is represented by at least one road.

The following table shows the normal range of traffic capacity for each type of roadway, in terms of average daily traffic (ADT).

TABLE C-1: TRAFFIC CAPACITY BY ROAD TYPES

Road Type	Volume (ADT)	Lanes
Freeways & Highways	Greater than 50,000	4-10
Minor Arterial	10,000-25,000	2
Collector	2,500-12,000	2
Local Streets	Less than 1,000	2

2.320 Freeways & Highways

Freeways are multi-lane facilities with no fixed interruptions to traffic flow. The Town of Atherton contains no freeways; however, the Junipero Serra Freeway (Interstate 280) abuts the western edge of the incorporated Town limits. The single highway through the Town is El Camino Real (State Route 82) which provides for through traffic.

2.330 Minor Arterial Streets

Minor arterials are streets with traffic signals that primarily serve through traffic and provide access to abutting properties as a secondary function. The main role of minor arterial streets is to link residential districts to other transportation facilities and to act as emergency service and evacuation routes.

2.340 Collector Streets

Collector streets provide both land access and traffic circulation service within residential areas. Unlike minor arterials, their operation is not always dominated by traffic signals. While not as important as minor arterials, collector streets should still be designed to carry through traffic. Their function is to transfer traffic from local traffic generators (homes, schools, etc.) and local streets to arterials.

Table C-2 below lists Atherton's major streets type and their classification by road type.

TABLE C-2: MAJOR STREETS CLASSIFIED BY ROAD TYPE

Street	Between	And
	HIGHWAYS	
El Camino Real	City Limits	City Limits
	MINOR ARTERIALS	
Middlefield Road	City Limits	City Limits
Marsh Road	Middlefield	City Limits
Alameda de las Pulgas	City Limits	City Limits
	COLLECTORS	
Atherton Avenue	Ridgeview	El Camino Real
Encinal Avenue	City Limits	Middlefield
Fair Oaks Lane	El Camino Real	Middlefield
Glenwood Avenue	City Limits	Middlefield
Oak Grove Avenue	City Limits	Middlefield
Ravenswood Avenue	City Limits	Middlefield
Ringwood Avenue	Middlefield	Bay
Valparaiso	City Limits	El Camino Real
Watkins	El Camino Real	Middlefield

2.350 Local Streets

Aside from the roadways cited above the remainder of Atherton's roads are classified as local streets. Such roads are used to provide access to abutting property, locations for easements, open space for light and air and a fire break between buildings. Carrying traffic is a secondary function of local streets and they should be designed to discourage through traffic.

2.360 Street Standards

The general standards for street right-of-way and improvements are listed in Table C-3 below. Local conditions may necessitate modification of these standards where topography, building location or other conditions warrant. Detailed standards for street improvements are set forth in the Atherton Municipal Code.

TABLE C-3: STREET STANDARDS

Street Category	Pavement Width	Right-of-Way Width
Minor Arterial	24'	60'
Collector	24'	50'
Local	20'	40'
Cul-de-Sac	18'	30'

2.370 Roadway Policies

- 2.271 No street under the jurisdiction of the Town shall be more than two lanes in width.
- 2.372 Meandering street lines shall be preserved consistent with traffic safety.
- 2.373 A public street shall be accepted by the Town only on the condition that it has been improved in accordance with Town standards existing at the time of acceptance.
- 2.374 Use of Town streets as thoroughfares by trucks and other large vehicles shall be carefully controlled.
- 2.375 Paving for temporary on-street parking within the roadway right-of-way will be prohibited.
- 2.376 Valley gutters or rolled curbs may be required in all new subdivisions.

2.400 SCENIC ROADWAYS

2.410 General Description

Scenic roads are an important resource to San Mateo County and to Atherton for both aesthetic and recreational purposes. Scenic corridors can best be defined as the visual land area outside the road right-of-way and generally described as the "view from the road". It is within this area that development standards are applied to retain and enhance scenic qualities and restrict unsightly use of the land. These standards may include architectural and site review procedures and regulations on building setbacks, signs, grading, tree removal and underground utility lines. The Junipero Serra Freeway (Interstate 280) is the only roadway located in Atherton's Sphere of Influence which has been designated as a scenic highway pursuant to the provisions of Section 260 et seq. of the California Streets and Highways Code. However, it is Town policy to preserve all streets and highways as scenic routes.

2.420 Scenic Roadway Policies

2.421 All streets and highways in the Town of Atherton shall be preserved as scenic routes.

2.422 The development of arterial streets and/or highways through the Town shall be prevented to minimize disruption of its scenic features.

2.423 The intrusion of El Camino on the ecology of the Town shall be minimized to the greatest extent possible by:

- A. Preserving center planting on El Camino Real;
- B. Minimizing the number of lots with access onto El Camino Real;
- C. Promoting the maintenance of walls, shrubbery and trees along the sides of El Camino Real

2.424 For reasons discussed above the Town also seeks to minimize the number of lots with access onto Alameda de las Pulgas and Middlefield Road.

2.425 On-street and visible off-street parking of vehicles and other means of transportation shall be carefully controlled.

2.426 Street lights and signs shall be kept to a minimum.

2.427 Trees located in the right-of-way shall be preserved to the extent consistent with traffic safety.

2.500 TRANSIT AND RAIL TRAFFIC

2.510 General Description

The San Mateo Transit District provides intra-county bus service to all of the cities of Bayside San Mateo County. The Transit District has assumed the commute function of the Greyhound Line within the County. Local service is available via routes along El Camino Real and Middlefield Road.

Rail service to Atherton consists of the Joint Powers Board Railroad line from Gilroy to San Francisco with access points at the Menlo Park, Atherton and Redwood City train stations. Union Pacific and Cal Train provide both freight and passenger services through the Town.

2.520 Transit and Rail Traffic Policies

- 2.521 The Town seeks to minimize, to the greatest extent possible, the environmental impact of transit and rail facilities on the rural and open space features of the community.
- 2.522 The Town shall support the continued operation and upgrading of passenger service operated over the Joint Powers Board right-of-way between Gilroy and San Francisco.
- 2.523 The Town desires to limit public bus service to the use of El Camino Real and Middlefield Road.

2.600 BICYCLES

2.610 General Description

Because of the scenic nature of the Town of Atherton most public roadways are suitable for use by bicycles. Bicycle lanes are provided along Middlefield Road and Alameda de las Pulgas.

2.620 Bicycle Policies

- 2.621 Standards for designation and construction of bike routes in Atherton shall be those adopted by the California Department of Transportation.
- 2.622 Wherever possible suitable bicycle paths should be developed and maintained.
- 2.623 Bicycle paths separating bicycles from vehicular traffic are considered desirable.

2.700 PEDESTRIAN TRAFFIC

2.710 General Description

As is the case with bicycle traffic, the fact that the entirety of Atherton's circulation network is scenic in nature makes these roadways attractive to pedestrians. Town residents who walk or jog for exercise along local roadways constitute the vast majority of pedestrian traffic in Atherton.

2.720 Pedestrian Traffic Policies

- 2.721 No new vertical curbs or sidewalks shall be constructed, as their presence would be incongruent with existing development.

3.000 HOUSING ELEMENT (2001 UPDATE)

3.100 INTRODUCTION

3.110 Purpose

The State of California requires that all cities within the San Francisco Bay Area update the Housing Element of their General Plan by December 31, 2001. The purpose of this document is to meet this requirement by evaluating the existing and projected housing needs of all economic segments of Atherton, evaluating existing policies and programs aimed at the preservation, improvement and development of housing and developing new ones.

The contents of this update includes an analysis of housing needs, statements of goals and policies, a schedule of programs and actions and an estimate of the number of housing units the Town expects to be developed, improved and maintained in the local housing stock. Programs and policies included in the existing Housing Element are evaluated and modified where necessary to reflect changing market conditions and policy priorities.

3.120 Definition of Income Categories

Since the determination of housing need is often discussed in terms of income categories, it is important to define the categories used in this update at the outset. The U.S. Department of Housing and Urban Development (HUD) has established household income categories based on a proportion of the area's median family income as summarized below:

TABLE H-O: HUD INCOME CATEGORIES DEFINED

Income Category	% of Median
Very Low Income	Below 50% of Median
Low Income	50-80% of Median
Moderate Income	80-120% of Median
Above Moderate Income	Above 120% of Median

The income limits established by HUD for San Mateo County in 2001 are presented in Table H-1A.

Housing affordability limits are derived using the Standard Definition of Affordability level. Thirty percent of gross household income is the standard affordability level. A household that spends greater than 30% of its gross income on housing is described as overpaying for housing. The housing affordability limits are calculated from the income limits established by HUD for San Mateo County in 2001 and are presented in Table H-1B.

TABLE H-1A: ANNUAL INCOME LIMITS BY HOUSEHOLD SIZE, 2001 (US\$)

Income Category	Number of Persons in Family							
	1	2	3	4	5	6	7	8
Very Low	29,750	34,000	38,250	42,500	45,900	49,300	52,700	56,100
Low	47,600	54,400	61,200	68,000	73,450	78,900	84,300	89,750
Median	56,050	64,100	72,100	80,100	86,500	92,900	99,300	105,750
Moderate	67,250	76,900	86,500	96,100	103,800	111,500	119,150	126,850

Source: HUD figures for San Mateo County, 2001

TABLE H-1B: MONTHLY HOUSING AFFORDABILITY LIMITS BY HOUSEHOLD SIZE, 2001 (US\$)

Income Category	Number of Persons in Family							
	1	2	3	4	5	6	7	8
Very Low	744	850	956	1062	1148	1232	1318	1402
Low	1190	1360	1530	1700	1836	1972	2108	2244
Median	1401	1602	1802	2002	2162	2322	2482	2644
Moderate	1681	1922	2162	2402	2595	2788	2979	3171

3.130 Relation to Other Elements

The Housing Element is closely related to the Land Use, Open Space and Circulation Elements. In the Housing Element, residential land use is translated into terms of household units to be accommodated in the future. Lands designated for residential use are identified in the Land Use Element; the location, site area and terrain suitable for housing is related to both open space and land use; and the capability of serving residential neighborhoods by an efficient circulation system is discussed in the Circulation Element.

TABLE H-1C: GENERAL PLAN/HOUSING ELEMENT CONSISTENCY ANALYSIS

LAND USE ELEMENT												
Use, Density & Intensity												
Residential Land Use	Building Intensity (units/acre)	Min. Lot Area/d.u.	Zoning District	Consistency B/t Land Use and Housing Elements								
S.F. Low Density	1	43,560	R-1A	C								
Single Fam.	3	13,500	R-1B	C								
1.330 Residential Land Use Policies												
1.331 Future plans for residential development or redevelopment are severely limited due to the fact that the Town has been almost entirely developed.				C								
1.332 The development of high density and/or high rise residential structures or commercial uses of any kind would destroy the scenic, rural and open space character of the Town, and is, therefore prohibited.				C								
1.333 Minimum lot sizes in hillside areas (defined as areas with average cross slopes greater than 20 percent) shall be related to the slope and shall not be less than:				C								
<table><tr><td>Average Size Cross Slope</td><td>Minimum Lot Area</td></tr><tr><td>0-19.9%</td><td>1 Acre</td></tr><tr><td>20-34.9%</td><td>2 Acres</td></tr><tr><td>35% +</td><td>5 Acres</td></tr></table>				Average Size Cross Slope	Minimum Lot Area	0-19.9%	1 Acre	20-34.9%	2 Acres	35% +	5 Acres	
Average Size Cross Slope	Minimum Lot Area											
0-19.9%	1 Acre											
20-34.9%	2 Acres											
35% +	5 Acres											
1.334 Structures higher than 34 feet shall be prohibited.				C								

1.335 Proposed residential subdivisions, as well as proposals to replace existing homes, shall adhere to the following design criteria:	C
A. Maintenance of existing neighborhood environments shall be promoted by the design of the subdivision and subdivision improvements. Designs shall be visually harmonious and compatible with neighborhood character.	C
B. Adequate drainage and off-street parking shall be provided. Street lighting shall be kept to a minimum. Temporary or guest on-street parking areas shall be minimized.	C
C. Uniformity of lot design should be avoided by using such techniques as meandering streets.	C
D. Trees shall be preserved to the maximum extent feasible while allowing for construction within established parameters for setbacks and lot coverage	C
E. Residential land uses shall be designed in accordance with the density, floor area ratio, height, bulk and other standards established by the Town.	C
F. All utilities installed in conjunction with new subdivisions shall be placed underground.	C
G. Residential land uses shall be consistent with the goals, objectives and policies of the Atherton General Plan housing Element.	C
H. Second residential units are permitted when consistent with adopted standards.	C
I. Privacy is a factor which shall be incorporated into the subdivision, subdivision improvements and home design.	C
J. The Town allows minimum lot size subdivisions only where such minimum lot sizes do not significantly degrade established levels of privacy, wooded areas, and/or the open space environment.	C
1.420 Open Space Land Use Policies	
1.421 The Town shall continue to preserve the open space characteristics of existing schools, churches and park facilities.	C
1.422 Land uses which diminish the open space character of the Town, such as commercial and high density residential uses, shall be prohibited.	C

CIRCULATION ELEMENT**2.370 Roadway Policies**

2.371 No street under the jurisdiction of the Town shall be more than two lanes in width.	C
2.372 Meandering street lines shall be preserved consistent with traffic safety.	C
2.373 A public street shall be accepted by the Town only on the condition that it has been improved in accordance with Town standards existing at the time of acceptance.	C
2.374 Use of Town streets as thoroughfares by trucks and other large vehicles shall be carefully controlled.	C
2.375 Paving for temporary on-street parking within the roadway right-of-way will be prohibited.	C
2.376 Valley gutters or rolled curbs may be required in all new subdivisions.	C

2.370 Pedestrian Traffic Policies

2.721 No new vehicle curbs or sidewalks shall be constructed, as their presence would be incongruent with existing development.	C
2.722 Suitable pedestrian paths along existing minor arterials shall be maintained.	C

OPEN SPACE AND CONSERVATION ELEMENT**4.230 Open Space and Conservation Policies**

4.231 The following policies, in addition to those set forth under open space land use policies in the Land Use Element, are intended to help guide decision making in regard to open space and conservation impacts in Atherton.	C
4.232 The Town shall endeavor to protect scenic resources, significant stands of natural vegetation, wildlife habitat, public safety and significant archaeological resources, both publicly and privately held.	C
4.233 The Town seeks to preserve the open space characteristics of existing public and private schools, churches, the Circus Club the California Water Service property and the public parks.	C

4.234 Holbrook Palmer Park shall serve as the Town's primary outdoor recreational facility subject to the following conditions: A. The property shall not be used, occupied or operated for commercial or housing purposes except those which are strictly incidental and appropriate to its use as a public recreational park. B. The Park is to be used for the benefit of the citizens of Atherton. C. The Park may not be used for political purposes except those which involve the public affairs of the Town of Atherton as a whole. D. The Park may be rented for use by others in accordance with the standards established by the Parks and Recreation Commission.	C C C C
4.235 In addition to Holbrook Palmer Park and smaller parks identified on the General Plan Land Use Map, public elementary and high school properties are also available for recreational use.	C

* C = Consistency between elements

3.140 Information Sources for the Housing Element Update

Data from the 2000 Federal Census formed the basis of the 2001 Atherton Housing Element update. Unfortunately, a significant portion of the results from the 2000 Census will not be available in time for inclusion in the update. In many cases, key indicators such as income estimates, housing prices and rents have been updated using the best available information from the Department of Finance, HUD, local Realtors and other sources. In some instances, however, it has not been possible to forecast beyond the 1990 Census data in updating the 2001 Housing Element.

3.200 ASSESSMENT OF HOUSING NEEDS

3.210 Analysis of Population and Employment in Atherton

This section contains background information on the Town's population and employment characteristics, including historic population growth, age and income characteristics of the population and the condition of the housing stock. It also includes an analysis of population and employment trends, and documentation of Atherton's existing and projected housing need including the Town's share of the regional housing need as determined by the Association of Bay Area Governments (ABAG) in March 2001.

3.211 Historic Population Trends

At the time of incorporation, in 1923, the Town of Atherton had a population of 650 people¹. Over the next three decades, the town expanded to 3,630 people. The most significant growth took place between 1950 and 1960 when the population more than doubled to 7,717 people. Population growth slowed dramatically in the following decade and reached a peak by 1970 of just over 8,000. The 1980 Census counted 7,797 people, a 3.5 percent decline from 1970. The population declined further in 1990 (8.1%) and increased slightly in 2000 (0.4%). In the period 1970-2000 Atherton's population actually decreased by 11 %.

¹ Bush, Sarah and Genevieve Merrill, Atherton Lands 1979; printed privately.

TABLE H-2: HISTORIC POPULATION TRENDS AND PROJECTIONS

Year	Population	Source
1923	650	Historic Publication, City of Atherton ¹
1950	3,630	U.S. Census
1960	7,717	U.S. Census
1970	8,085	U.S. Census
1980	7,797	U.S. Census
1990	7,163	U.S. Census
2000	7,194	U.S. Census

The slight increase in population which took place in Atherton (0.4%) over the last decade compares to a Countywide increase of 8.9 percent and an overall increase in the Bay Area of 15.1 percent.

TABLE H-3: RECENT TRENDS IN LOCAL AND REGIONAL POPULATION

	Atherton 1990 ¹	Atherton 2000 ²	San Mateo County 1990 ¹	San Mateo County 2000	Bay Area 1990	Bay Area 2000 ^{2,3}
Total Population	7,163	7,194	649,623	707,161	6,020,147	6,930,600

3.212 Age Characteristics

In 1970, the percentage breakdown of Atherton residents in various age groups closely corresponded to the County-wide percentages. Out of a total of 8,085 people, 32 percent were children under 18, 60 percent were between the ages of 18 and 64, and approximately 8 percent were seniors 65 and over.

The 1980 Census revealed an overall aging of the population. The percentage of young people under age 18 declined to 24 percent. The percent of people between the ages of 18 and 64 increased slightly to 63 percent, and the number of seniors increased to nearly 13 percent. County-wide trends were comparable.

¹ U.S. Census 1990

² U.S. Census 2000

³ Includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma Counties.

The overall aging of Atherton population continued into the 1990's. The percentage of young people declined to about 20 percent. The percentage of people between the ages of 19 and 64 was about 61 percent of the total and seniors grew to over 18 percent.

By 2000, the Town's younger population increased to almost 24 percent. The senior population increased to over 20 percent and the group between 19 and 64 years decreased to 56 percent.

TABLE H-4: AGE CHARACTERISTICS

Age Groups (Total Population)	Atherton 1990 Number of Persons ¹	Percent	Atherton 2000 Number of Persons ²	Percent	San Mateo County 1990 Percent ¹	San Mateo County 2000 Percent ²
Persons under 19	1,470	20.5	1,703	23.7	23.1	22.9
Persons Age 19-64	4,370	61.0	4,040	56.2	64.6	64.6
Persons Age 65+	1323	18.5	1,451	20.1	12.3	12.5

3.213 Ethnic and Racial Characteristics

Over the past decade the proportion of African American and other racial groups in Atherton has remained essentially unchanged. The percentage of Asians and Pacific Islanders has grown by 3% to 10.2% of the population. The racial mix in Atherton is not comparable to the County pattern, however, as shown in Table H-5. Additionally, in 2000 there was about 3% of the population that stated they were of Hispanic or Latino heritage.

TABLE H-5: RACIAL CHARACTERISTICS

Racial Group (% Total Population)	Atherton 1990 ¹	Atherton 2000 ²	San Mateo County 1990 ¹	San Mateo County 2000 ²
White	90.9%	85.3%	71.9%	59.5%
African American	0.8	0.7	5.4	3.5
American Indian or Alaskan Native	0.2	0.2	0.5	0.5
Asian or Pacific Islander	7.3	10.2	16.8	21.3
Other	0.8	1.0	5.4	10.2
Two or more Races ³		2.6		5.0

¹ U.S. Census 1990

² U.S. Census 2000

TABLE H-6: HISPANIC OR LATINO

	Atherton 1990 ¹	Atherton 2000 ²	San Mateo County 1990 ¹	San Mateo County 2000 ²
Hispanic or Latino (of and race)		2.8%		21.9%
Not Hispanic or Latino		97.2		78.1

3.214 Employment Characteristics

Data is not available from the U.S. Census for the year 2000, however the trends over the past 20 years plus more recent studies show some very distinct patterns. While the number of males in the labor force has remained relatively constant, the percentage of females has increased, from 29 percent of the women age 16 and over in 1970 to over 45 percent in 1990. Only 60 percent of those Atherton residents 16 and over are in the labor force while County-wide, the proportion is 71 percent.

TABLE H-7: EMPLOYMENT PICTURE

Category	1970	1980	1990
Persons Under 16			
Male	1,140	740	617
Female	1,046	780	602
Persons 16 & Over			
Male	2,976	3,158	2,907
Female	2,923	3,119	3,037
In Labor Force			
Male	2,125	2,304	2,208
Female	839	1,103	1,381
Not in Labor Force			
Male	851	854	699
Female	2,084	1,989	1,656
Number Employed			
Male	2,055	2,210	2,171
Female	786	1,113	1,354
Number Unemployed			
Male	70	94	37
Female	53	17	27
Percent Unemployed			

³ Not Counted 1990

Male	3.3%	4.1%	1.3%
Female	6.3%	1.5%	0.9%

By far the most occupation types stated by Atherton residents over the past 30 years have been managerial and professional specialty jobs. These have consistently accounted for 58-59 percent of the work force. The second most significant category has been technical, sales and administrative support, which has been increasing, from 22 to over 30 percent by 1990. Service occupations have accounted for 6 to 9 percent of the work force.

TABLE H-8: EMPLOYMENT BY OCCUPATION

Occupation Type	1970		1980		1990	
	Number	%	Number	%	Number	%
Managerial & Professional Specialty	1,671	58.8	1,926	58.0	2,068	58.7
Technical Sales & Admin. Support	634	22.3	778	23.4	1,070	30.4
Service Occupations	245	8.6	291	8.8	217	6.2
Farming, Forestry & Fishing	24	0.9	90	2.7	27	0.8
Precision Production, Craft & Repair	108	3.8	99	2.9	73	2.1
Operators, Fabricators & Laborers	159	5.6	139	4.2	70	2.0
Total	2,841	100%	3,323	100%	3,525	100%

3.215 Population and Employment Projections

Bi-annually ABAG publishes its 20 year forecasts for the San Francisco Bay Area. The forecasts are for population, labor force, households, income and jobs. These projections are made for the 9 county region and then distributed among the counties and cities of the region. The latest study and publication is "Projections-2000" issued by ABAG in December 1999. The forecasts for Atherton are found in Table H-9.

As defined in the glossary, two basic living situations are counted by the U.S. Census and subsequently used by ABAG in its forecasts. Those are people living in households or living in group quarters. Most Atherton residents live in households, however 300-400 students live in Menlo College dorms and are counted as living in group quarters.

When the factors contributing to the ABAG forecasts are analyzed in light of the 2000 Census count, it appears that their projections are over optimistic. First, the 2000 population per household Census count was actually 2.85 where ABAG forecast 2.91. Second, the actual number of households counted in 2000 was 6,876 as opposed to the ABAG projection 7,100. Third, the number of dwelling units in Atherton has remained constant over the past 20 years, the Town is essentially built out. Therefore, the opportunity for significant new household formation is limited. It seems more reasonable to project population per household to follow the pattern expected for San Mateo County. That is 2000-2.85, 2010-2.89, 2020-2.86. A more realistic population estimate is shown in Table H-10 and graphically in exhibits H-0 and H-1.

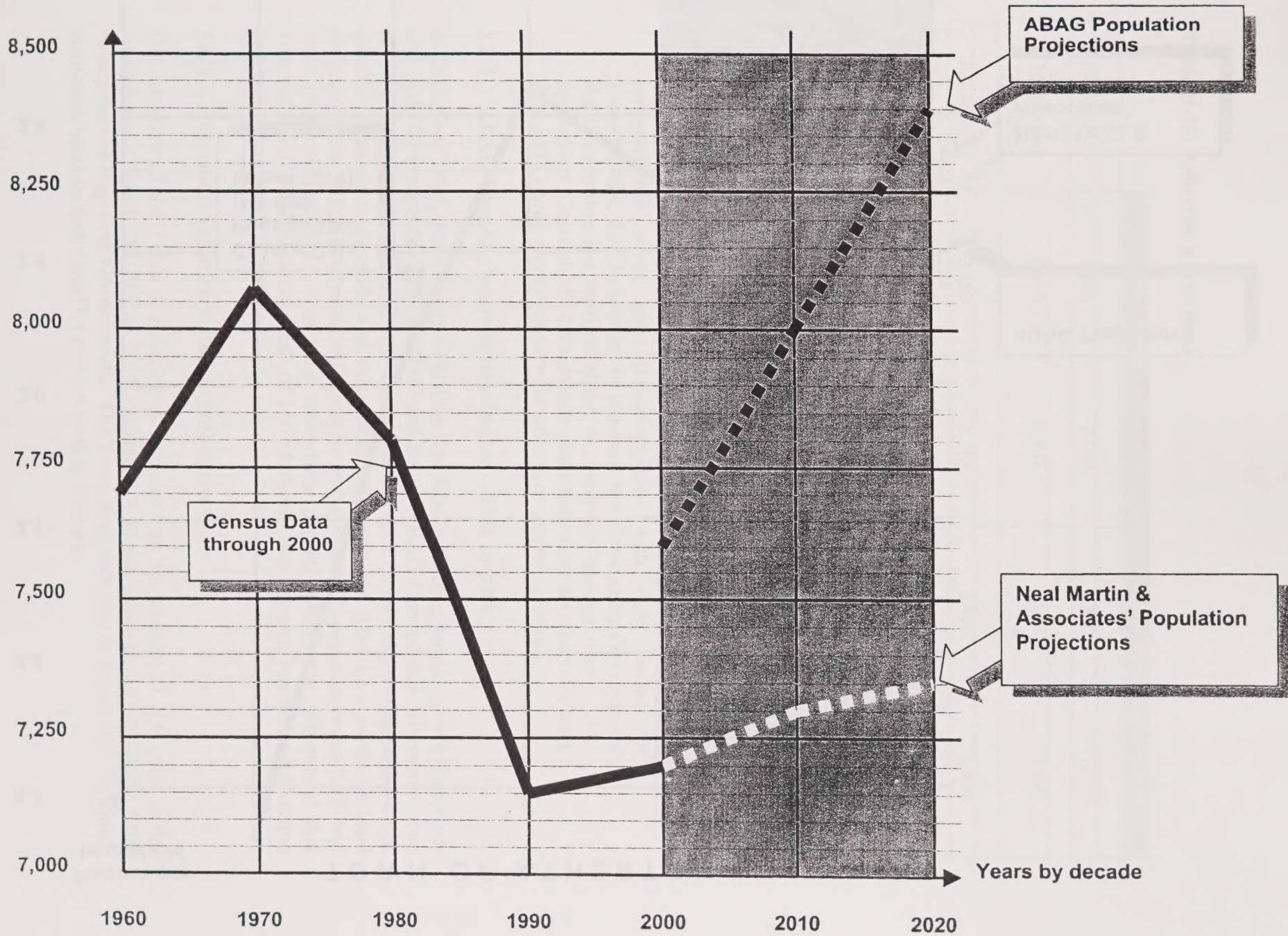
Table H-9: ABAG Projections – 2000 for Atherton

	1990	2000	2010	2020
Population	7,163	7,600	8,000	8,400
Household Population	6,675	7,100	7,500	7,900
Households	2,403	2,440	2,550	2,720
Person per Household	2.78	2.91	2.94	2.90
Employed Residents	3,525	3,800	4,200	4,500
Total Jobs	2,830	3,330	3,710	3,840
Agriculture & Mining	10	10	10	10
Manufacturing & Wholesale	270	310	320	350
Retail	290	450	470	500
Service	1,830	2,040	2,340	2,370
Other	430	520	570	610

Mean Household Income	\$235,200	\$290,300	\$318,700	\$347,100
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City Population

TOWN OF ATHERTON



HS-30

Persons per
Household

TOWN OF ATHERTON

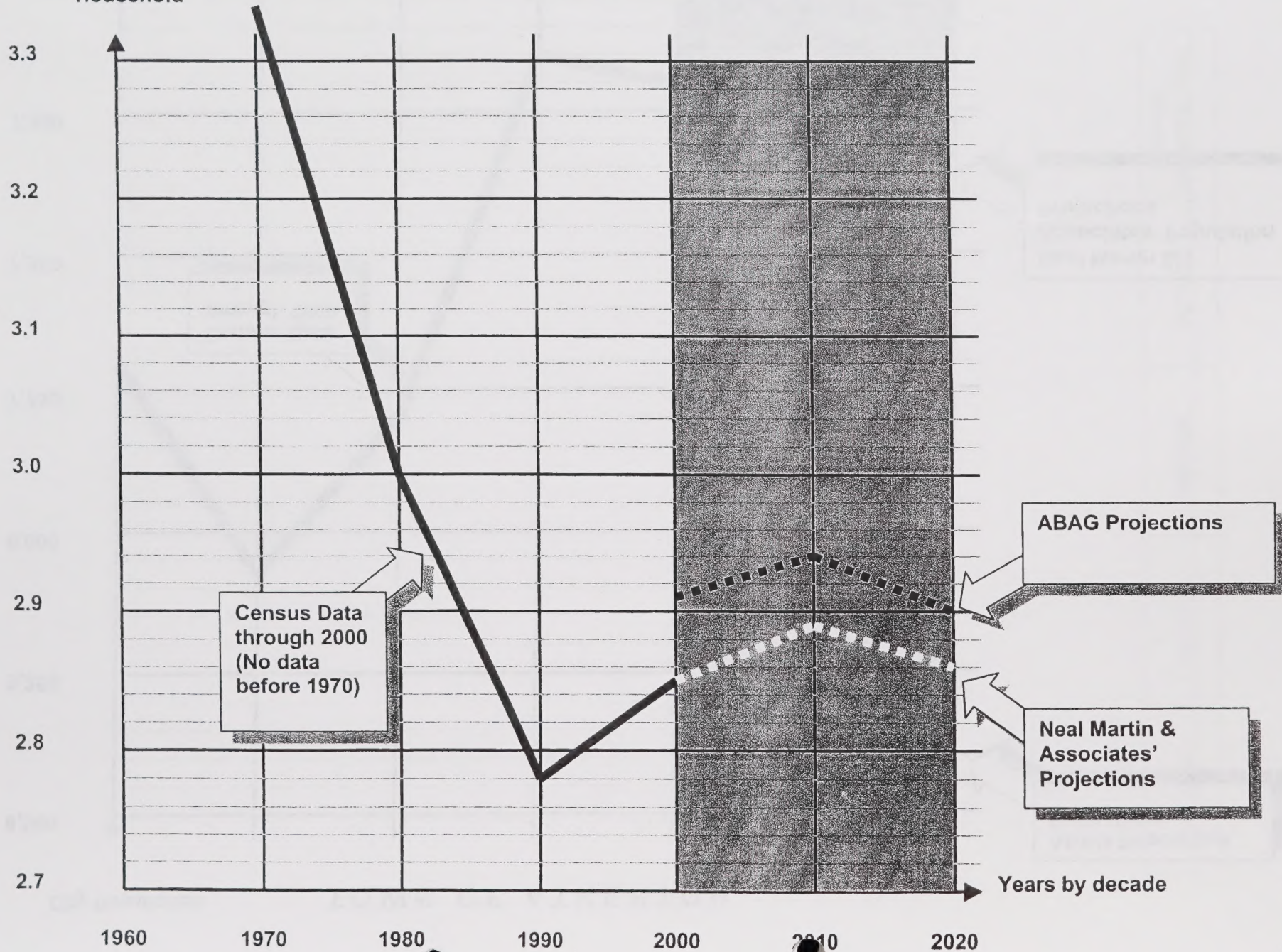


Table H-10: Atherton Projections

	1990	2000	2010	2020
Population	7,163	7,194	7,300	7,320
Household Population	6,675	6,876	6,994	6,921
Households	2,403	2,413	2,420	2,420
Persons per Households	2.78	2.85	2.89	2.86

3.216 Determination of Housing Needs

Regarding the determination of local housing need, Article 10.6, Section 65584 of the Government Code, states the following:

“Based upon population projections on data provided by the Department of Finance, and regional population forecasts used in preparing regional transportation plans, and in consultation with each Council of Governments, the Department of Housing and Community Development shall determine the regional share of statewide housing need ... The appropriate Council of Governments shall determine the share for each City and County consistent with the criteria or this subdivision...”

3.217 ABAG Housing Needs Determination – 2001 to 2006

In December 1999, ABAG projected that San Mateo County would grow by approximately 6,500 households between 2000 and 2005. ABAG Forecast that Atherton's share of this growth would be slightly less than its ratio to the County's population, so the Town could be expected to experience an increase of 60 households. ABAG has produced local projections that indicate Atherton will grow by an estimated 220 people between 2000 and 2005 (Projections-2000). Over this same time period, ABAG has determined that Atherton has a "total projected need" of 166 additional housing units based on its Housing Needs Determinations report.

3.218 Atherton's Quantified Housing Objectives

The objective of the Town of Atherton is to encourage the addition of 166 units to the housing stock during the 2002 to 2006, consistent with the housing needs estimate of the Association of Bay Area Governments. The Town shall endeavor to ensure that the aforementioned units be distributed by income level as follows:

TABLE H-11: ATHERTON'S 2001-2006 HOUSING OBJECTIVES

Income Category	Units
Very Low	22
Low	10
Moderate	27
Above Moderate	107
Total	166

The housing policies and programs set forth in this document are intended to achieve the above housing production figures within the 2002 to 2006 planning period.

3.220 Housing and Household Characteristics

3.221 Housing Units and Mix

A total of 2,496 housing units were counted in Atherton during the 1980 Federal Census, 103 units more than in 1970. That number has stayed essentially constant through the year 2000. The 2000 Census counted 2,505 housing units in Atherton. The Census figures revealed that the average household size declined in 1980 to 3.0 persons per household, from 3.5 persons per household in 1970. A further decline occurred in 1990. There was a modest increase in the year 2000 to 2.85 persons per household. All of the housing units in Atherton, with the exception of group quarters, are single-family homes. The primary group quarter facilities are located at Menlo College, which can accommodate on-campus residency of approximately 450 students.

TABLE H-12: HOUSEHOLD SIZE AND NUMBER OF DWELLING UNITS

	All Units	Vacant (Percent)	Average Household Size	Total Population
1980 U.S. Census	2,496	1.5%	3.02	7,797
1990 U.S. Census	2,518	4.6%	2.78	7,163
2000 U.S. Census	2,505	3.7%	2.85	7,194

3.222 Housing Condition

The most recent Census data available regarding the age of residential structures in Atherton is from 1990. As of that year almost 90 percent of the City's housing stock was 20 years old or older. However, in the mid-and late 1990's a trend of demolishing existing single-family houses and replacing them with larger houses, has developed. That trend continues through the summer of 2001. An average of approximately 40 houses per year have been replaced over a 7 to 8-year period.

TABLE H-13: AGE OF HOUSING UNITS--1990 Census Data

Year Structure Built	1939 or earlier	1940- 1959	1960- 1979	1979- 1989
Percent of Total Units	23.0%	51.5%	19.4%	6.1%

The condition of nearly all residential structures in Atherton is well-maintained. Renovation permit requests are common according to Building Department records. A windshield survey of all residential structures in Atherton was conducted as part of the background research for this update. The results of this survey showed that there are no areas or virtually no structures in need of major rehabilitation or replacement.

3.223 Housing Tenure

As in the case of housing age, the most recent Census data available is from 1990. As of that year almost 62 percent of housing units in Atherton were occupied by their residents for over 10 years. The long-term residency in Atherton is likely related to the high proportion of owner occupied units in the City. Since 1980, the percentage of owner occupied units in Atherton has remained between 93 and 95 percent.

However, the trend in home replacement has most likely changed the tenure statistics. It is expected that the year 2000 Census will show a higher proportion of householders having moved into their home in recent years.

TABLE H-14: HOUSING TENURE - 1990 CENSUS DATA

	Years at Present Address				
	1980-1989	1970- 1979	1960- 1969	1959 and Prior	
Percent of Total Units	38.1%	30.5%	18.0	13.4%	

3.224 Household Size

The population of Atherton is fairly evenly dispersed throughout the community in a low-density single family home development pattern. The two greatest concentrations of population are housed in the group quarters at Menlo College and those at Sacred Heart.

In 2000, the average household size for all residential units in Atherton was 2.85 persons. For owner occupied units the average was slightly lower at 2.84 persons per unit, and for renter occupied units it was higher than the overall average at 2.94 persons per unit.

3.225 Level of Payment Compared to Ability to Pay

The income versus affordability comparison is only available from the 1990 Census. Like several other data sources, this information had not been released at the time of the writing of this document. Therefore, the most current information available is from the 1990 Census.

The data correlating housing cost to household income is presented in tables H-15 A-D. Tables H-15 A and B show the correlation for owner-occupied households with incomes 80% or less and 50% or less of median, respectively. Tables H-15 C and D show the correlation for renter-occupied households also with incomes 80% or less and 50% or less of median, respectively. Those households with incomes at or below 80% of median income are defined as low-income households. Those households with incomes at or below 50% of median income are defined as very low-income households. In 1990 the median income for San Mateo County was \$46,437. Low-income households had an income of \$37,150 or less and very low-income households had an income of \$23,218 or less. Overpaying is defined in terms of a percentage of the gross household income a household spends for housing including utilities. Thirty percent of gross household income is the standard affordability level. Severe overpaying occurs when households pay 50% or more of their gross income for housing.

The 1990 Census data was computed for the 30% level, but not for the 50% level. In Atherton, 96 of the 2,253 households or 4.3% of households had low incomes and were overpaying for either renter or owner-occupied housing units according to the 1990 Census. The data for very low-income households show that 83 of the 2,253 households or 3.7 % of the households were overpaying for either renter-occupied or owner-occupied housing units according to the 1990 Census.

This section will be updated by the Atherton Building and Planning Department to reflect data on level of payment compared to ability to pay when that information from the 2000 U.S. Census is released.

Table H-15 A: HOUSEHOLDS WITH INCOMES 80% OR LESS OF MEDIAN IN 1989 BY SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989

	Number of Units	Percentages of Total
Specified Owner-Occupied Housing Units	2,104	100.0%
Less than 20%	26	1.2%
20-24%	6	0.2%
25-29%	0	
30-34%	0	
35% or more	87	4.1%
Not computed	33	1.6%

Table H-15 B: HOUSEHOLDS WITH INCOMES 50% OR LESS OF MEDIAN IN 1989 BY SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989

	Number of Units	Percentages of Total
Specified Owner-Occupied Housing Units	2,104	100.0%
Less than 20%	7	0.3%
20-24%	0	
25-29%	0	
30-34%	0	
35% or more	74	3.5%
Not computed	33	1.6%

Table H-15 C: HOUSEHOLDS WITH INCOMES 80% OR LESS OF MEDIAN IN 1989 BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989

	Number of Units	Percentages of Total
Specified Renter-Occupied Housing Units	149	100.0%
Less than 20%	0	
20-24%	10	6.7%
25-29%	0	
30-34%	0	
35% or more	9	6.0%
Not computed	26	17.4%

Table H-15 D: HOUSEHOLDS WITH INCOMES 50% OR LESS OF MEDIAN IN 1989 BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989

	Number of Units	Percentages of Total
Specified Renter-Occupied Housing Units	149	100.0%
Less than 20%	0	
20-24%	0	
25-29%	0	
30-34%	0	
35% or more	9	6.0%
Not computed	16	10.7%

3.230 Inventory of Land Suitable for Residential Development

Table H-16 identifies lands suitable for residential development in Atherton. Each site is identified by address and includes the site acreage and existing land use. Existing zoning falls into the categories listed below. It should be noted that Atherton has only four zoning districts, the three listed below plus a Parks and Open Space District.

R-1A (Residential District)- Limits land uses to single-family detached homes on minimum one-acre size lots.

R-1B (Residential District)-Limits uses to single-family detached homes on minimum size 13,500 square foot (0.31 acre) lots.

PFS (Public Facilities and Schools District)- Limits land uses to public and private schools including affiliated residential uses, town hall, library and other similar public and quasi public uses without limitation on lot size.

There are no vacant parcels in town. The residential parcels included in the table are identified as underutilized since they are of sufficient size to be further subdivided according to the existing zoning lot size limits.

All parcels have adequate infrastructure, this includes existing paved streets, sewer, water supply for domestic and fire suppression purposes and drainage facilities. Available public services include Police, Fire, Parks and Recreation, Public Works, Building Inspection and Town Administration.

The development capacity indicates the number of dwelling units that could realistically result, in accordance with present zoning density limits, from further subdivision of underutilized parcels. However, since each underutilized parcel currently contains a single-family home, that home would most likely need to be relocated or demolished. Therefore, the net number of potential additional dwelling units per parcel is one less than the development capacity.

3.231 Menlo College Faculty and Student Housing

Menlo College is a private four-year institution with a current enrollment of about 540 full time traditional age students and 200 degree completion working adult students (primarily attending evening classes). It currently employs about 185 faculty and staff members. The institution has recently embarked on a Campus Master Plan program with one of its goals to “encourage more students to continue to live on campus beyond their first two years at the college. Also included in this program are new residential environments that will attract quality faculty and staff who might otherwise be deterred from the area by the Peninsula’s high cost of housing. The intent of this housing is to have a significant portion of the units qualify as below market rate (BMR) units. When available, these units could accommodate Town of Atherton employees.” In addition to

the more conventional college residence halls, the Master Plan includes proposals for both new faculty and junior and senior student housing designed for independent living. All of these units would meet the current US Census definition of a housing unit, including separate living quarters with direct access from outside or through a common hall. These projects are described below.

Faculty Housing Village (19,600 sq.ft.: net 30 units)

Approximately 30 units (includes 16 new units and 14 rehabilitated or replaced units) are proposed within new faculty and staff two-story duplexes to encourage further interaction between faculty, staff and students.

- Townhouse units include 2 bedrooms, 1 full kitchen, a living room, small study, a full bathroom and separate entrances (BMR qualifying).

Apartment Style Village (58 units for students, 5 for faculty)

This proposed residential village for students who are juniors or seniors with three stories of apartment style townhouse units, would provide an attractive on-campus alternative for more senior students, faculty and staff who seek independent living experiences. These townhouses would include a mix of student, staff and faculty and would also be designed as BMR units.

- Suite (1,250 sq.ft.) includes 4 bedrooms, lounge, full kitchen, bathroom, and private entrance.
- Double (800 sq.ft.) includes 2 bedrooms, lounge, kitchen, bathroom, private entrance.
- Convertible units (1,250 sq.ft.) includes 2 plus 1 bedrooms, study, living room, full kitchen, bathroom, private entrance, and adjacent parking.

The Master Plan places a high priority on constructing both the new faculty and junior/senior housing units. These units should be constructed in the early to mid time frame of the Housing Element planning period, perhaps as early as 2003-2005 depending on financing.

Menlo College currently has 19 on-campus housing units rented exclusively to faculty and staff. The current rent structure for these units ranges from \$250 to \$325 per month.

Menlo College is planning to reserve up to 35 of the units (16 new and 19 rehabilitated or replaced units) for faculty and staff households with incomes in the very low, low and moderate categories. Because the majority of its students have significant financial need, the College anticipates that the majority of new units will be occupied by students in the very low, low and moderate income categories. It also plans to retain the rents within the standard affordable level limits defined in this Element for the next fifteen years.

3.232 Menlo School Faculty Housing (net 11 new units)

Menlo School is a private institution providing middle school (grades 6 through 8) and high school (grades 9 through 12) education with a current enrollment of 215 middle and 550 high school students. The institution currently employs 150 faculty and staff members. This institution has also recently embarked on a Master Planning program with one of its goals to provide additional affordable on-site faculty housing as a method of retaining and attracting first rate faculty and staff that otherwise might be deterred from the area by the Peninsula's high cost of housing. The Master Plan includes proposals for an additional eleven units of such housing that would qualify as BMR units. As currently planned, the units would be constructed in townhouse or 4-plex style, each meeting the U.S. Census definition of a housing unit, including separate living quarters with direct access from outside or through a common hall.

The Master Plan calls for these units to be constructed near the end of the current Housing Element planning period, perhaps 2005-2006.

Menlo School presently has nine on-campus housing units rented exclusively to faculty and staff. The current rents structure for these units ranges from \$300 per month for a 2 bedroom, 1 bath unit to \$625 per month for a 4 bedroom, 2 bath unit. Comparing these rents to the housing affordability limits in Table H-1B it is clear that the rental structure equates to the very low-income category.

3.233 Further Division of Residential Parcels

A total of 62 single-family residential parcels have been identified as having potential for further division. These have the potential to be divided into from 2 to 9 parcels depending on size and zoning. The net potential number of new dwelling units that could result from division of these properties is 107.

These sites are available to meet Atherton's regionally defined share of future housing need in the above moderate income category.

TABLE H-16: SITES SUITABLE FOR RESIDENTIAL DEVELOPMENT

Site No.	Location	Area (AC)	Existing Land Use	Zoning	Vacant	Under-utilized	Adequacy of Infrastructure	Realistic Dev. Cap. W/I Plan Period	Accom. Low-Mod Income Housing Needs
1	Menlo College 1000 El Camino Real	22.0	College	PFS			A	93	Yes
2	Menlo School 50 Valparaiso	14.0	School	PFS			A	20	Yes
3	60 Parkwood	2.4	1 SF	R-1A		X	A	2	
4	260 Oak Grove	2.48	1 SF	R-1A		X	A	2	
5	175 Fair Oaks	2.47	1 SF	R-1A		X	A	2	

Site No.	Location	Area (AC)	Existing Land Use	Zoning	Vacant	Under-utilized	Adequacy of Infra-Structure	Realistic Dev. Cap. W/I Plan Period	Accom. Low-Mod Income Housing Needs
6	188 Fair Oaks	2.35	1 SF	R-1A		X	A	2	
7	2 Fair Oaks	0.74	1 SF	R-1B		X	A	2	
8	62 Fair Oaks	0.80	1 SF	R-1B		X	A	2	
9	77 Fair Oaks	0.80	1 SF	R-1B		X	A	2	
10	4 Burmetta	1.03	1 SF	R-1B		X	A	3	
11	1 Winchester	0.75	1 SF	R-1B		X	A	2	
12	3 Odell	0.80	1 SF	R-1B		X	A	2	
13	1 Odell	0.80	1 SF	R-1B		X	A	2	
14	101 Isabella	2.29	1 SF	R-1A		X	A	2	
15	101 Britton	2.50	1 SF	R-1A		X	A	2	
16	124 Isabella	2.70	1 SF	R-1A		X	A	2	
17	85 Isabella	5.09	1 SF	R-1A		X	A	4	
18	82 Isabella	4.00	1 SF	R-1A		X	A	3	
19	137 Almendral	2.43	1 SF	R-1A		X	A	2	
20	163 Almendral	2.56	1 SF	R-1A		X	A	2	
21	75 Tuscaloosa	2.32	1 SF	R-1A		X	A	2	
22	29 Atherton	2.39	1 SF	R-1A		X	A	2	
23	42 Atherton	2.72	1 SF	R-1A		X	A	2	
24	30 Atherton	3.17	1 SF	R-1A		X	A	3	
25	52 Atherton	2.88	1 SF	R-1A		X	A	2	
26	158 Stockbridge	2.50	1 SF	R-1A		X	A	2	
27	170 Atherton	4.81	1 SF	R-1A		X	A	4	
28	396 Atherton	2.60	1 SF	R-1A		X	A	2	
29	150 Elena	2.00	1 SF	R-1A		X	A	2	
30	2 Prado Secoya	2.00	1 SF	R-1A		X	A	2	
31	43 Santiago	2.51	1 SF	R-1A		X	A	2	
32	279 Park Lane	2.06	1 SF	R-1A		X	A	2	
33	93 Camino por Los Arboles	2.54	1 SF	R-1A		X	A	2	
34	207 Atherton	2.43	1 SF	R-1A		X	A	2	
35	98 Faxon	2.63	1 SF	R-1A		X	A	2	
36	95 Faxon	3.00	1 SF	R-1A		X	A	3	
37	270 Park Lane	2.26	1 SF	R-1A		X	A	2	
38	266 Park Lane	3.30	1 SF	R-1A		X	A	3	
39	223 Camino al Lago	3.19	1 SF	R-1A		X	A	3	
40	1 Camino por Los Arboles	2.23	1 SF	R-1A		X	A	2	
41	220 Camino al Lago	5.03	1 SF	R-1A		X	A	4	
42	236 Camino al Lago	2.00	1 SF	R-1A		X	A	2	
43	95 Monte Vista	3.10	1 SF	R-1A		X	A	3	
44	73 Monte Vista	5.30	1 SF	R-1A		X	A	4	
45	15, 25 Monte Vista	2.00	1 SF	R-1A		X	A	2	
46	237 Atherton	9.52	1 SF	R-1A		X	A	8	
47	251 Atherton	2.00	1 SF	R-1A		X	A	2	
48	34 Linda Vista	2.80	1 SF	R-1A		X	A	2	
49	83 Fairview	2.00	1 SF	R-1A		X	A	2	
50	260 Atherton	5.75	1 SF	R-1A		X	A	4	
51	270 Atherton	2.35	1 SF	R-1A		X	A	2	
52	268 Atherton	2.65	1 SF	R-1A		X	A	2	
53	53 Euclid	2.00	1 SF	R-1A		X	A	2	
54	282 Polhemus	2.10	1 SF	R-1A		X	A	2	
55	290 Polhemus	5.30	1 SF	R-1A		X	A	4	
56	336 Walsh	2.50	1 SF	R-1A		X	A	2	
57	346 Walsh	2.90	1 SF	R-1A		X	A	2	

Site No.	Location	Area (AC)	Existing Land Use	Zoning	Vacant	Under-utilized	Adequacy of Infra-Structure	Realistic Dev. Cap. W/I Plan Period	Accom. Low-Mod Income Housing Needs
58	354 Walsh	2.50	1 SF	R-1A		X	A	2	
59	86 Tallwood	2.80	1 SF	R-1A		X	A	2	
60	383 Walsh	10.35	1 SF	R-1A		X	A	9	
61	10 Sargent	2.43	1 SF	R-1A		X	A	2	
62	75 Reservoir	3.27	1 SF	R-1A		X	A	3	
63	19 Sargent	4.43	1 SF	R-1A		X	A	4	
64	291 Stockbridge	2.00	1 SF	R-1A		X	A	2	
65	396 Selby	2.58	1 SF	R-1A		X	A	2	
66	51 Watkins	0.30	1 SF	R-1B		X	A	2	
67	59 Watkins	0.30	1 SF	R-1B		X	A	2	
68	69 Watkins	0.30	1 SF	R-1B		X	A	2	
69	38 Walnut	0.30	1 SF	R-1B		X	A	2	
70	32 Maple	0.30	1 SF	R-1B		X	A	2	
71	2 Walnut	0.30	1 SF	R-1B		X	A	2	
72	33/41 Maple	0.48	1 SF	R-1B		X	A	2	
73	76 Fair Oaks	.59	1 SF	R-1B		X	A	2	
74	42 Tuscaloosa	1.85	1 SF	R-1A		X	A	2	
75	25 Tuscaloosa	1.00	1 SF	R-1A		X	A	2	
76	78 Winchester	1.04	1 SF	R-1B		X	A	2	
77	28 Isabella	0.74	1 SF	R-1B		X	A	2	
78	2 Isabella	0.58	1 SF	R-1B		X	A	2	
79	48 Lloyd	1.20	1 SF	R-1B		X	A	3	

Notes: SF- Single Family Residence
Zoning- See text description
A- Adequate, includes paved streets, sewer, water and drainage
L, M, H-See text description

Menlo College Area exclusive of athletic fields



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3.240 Analysis of Government Constraints

3.241 Land Use Controls

The General Plan and Zoning Ordinance of a community are two primary tools for planning and regulating land use.

- A. General Plan. The Town of Atherton updated its General Plan between 1989 and 1991. The land use character of the Town has remained that of a mainly residential and institutional (i.e. schools) nature. The General Plan reveals that the most significant constraint to housing development is land availability. Most of the Town's land acreage is developed at existing General Plan densities.
- B. Zoning Ordinance. The Atherton Zoning Ordinance designates land uses, height, bulk, density and parking standards throughout the city. The Zoning Ordinance was designed for consistency with the General Plan. The General Plan's four basic land use designations: Single-Family Residential, Single Family Residential Low Density, Public Facilities and Schools, and Parks and Open Space are directly reflected by the zoning districts of the R-1A (Single Family Residential one acre minimum), R-1B (Single Family Residential – 0.31 acre minimum), PFS (Public Facilities and Schools), and POS (Parks and Open Space). Table H-17 presents the Atherton Zoning Categories and Standards of density, setbacks, height limits, floor area ratios, lot coverage and parking requirements.

The zoning categories reflect the Town's low-density residential, large lot, single-family detached character. Multiple family residential, commercial and industrial land use are prohibited. The standards are restrictive in that they require large setbacks, limited floor area ratios and height restrictions. However, some standards are quite unrestrictive compared to other cities. For example, Atherton does not require on-site parking, nor is architectural review and approval required.

Second dwelling units are permitted in both the R-1A and R-1B zoning districts. A Conditional Use Permit is required in order to rent or otherwise occupy a second dwelling unit on a full time basis. A guesthouse occupied for less than 30 days per year is permitted by right. A second dwelling unit requires the same setbacks as the main dwelling but is limited to 15 feet in height and 600 sq.ft. of floor area. The requirements for a Conditional Use Permit and setback limits could be considered constraints to construction of new second units or conversion of existing guesthouses to full time occupied second units.

The on and off-site improvements required for residential development in Atherton are listed below.

Street Width:	20 feet
Curbs and Gutters:	Rolled curbs and gutters required for new subdivisions
Sidewalks:	Prohibited
Water and Sewer Connections:	Required
Drainage:	Storage improvements required to prevent increased runoff during storm conditions

Since Atherton is a completely developed urban area all streets are paved, water mains and sewer trunks have been installed and major drainage improvements are in place.

TABLE H-17: ATHERTON'S ZONING CATEGORIES AND STANDARDS

Zoning	Density	Setbacks			Height Limit	FA R	Max. Lot Coverage	Parking Require- ment	Arch. Approval
		Front	Side	Rear					
R-1A (Single Family Residential)	1d.u./ acre	60'	50'	60'	30*	18 %	N/A	None	None
R-1B (Single Family Residential)	0.31d.u./a cre	30'	26'	30'	28'	18 %	N/A	None	None
PFS (Public Facilities and Schools)	None	60'	75'	75'	34'	N/A	40%	None	None
POS (Parks and Open Space)	None	60'	Varie s	60'	34'	N/A	20%	None	None

* 34' maximum with increased setbacks and Conditional Use Permit

The Municipal Code and Ordinance provides a variety of lot sizes with densities ranging from one dwelling unit per five acres to three units per acre. Although the

Town's low allowable densities constitute a constraint to affordable housing development, the impact is offset somewhat by the relatively large proportion of homes containing second dwelling units. In addition, Atherton's large homes provide opportunities for shared housing. These characteristics of the local housing stock assists the Town in meeting its regional share of affordable housing.

3.242 Building Codes

The latest edition of the Uniform Building Code is enforced in Atherton. The Town's Building Department sees that new residences, additions, auxiliary structures, etc., meet all of the latest construction and safety standards. Building permits are required for any construction work.

3.243 Permit Processing, Procedures and Fees.

Table H-17A describes the Town's permit process procedures in general. These processes are required for the development of all housing for all income categories. Only two levels of residential permit processing are available; a Conditional Use Permit or a Building Permit. The Town does not have an Architectural Review and approval process.

Where Conditional Use Permits are required, the process involves submitting an application to the Planning Commission for review of the proposal. Preliminarily site plans and elevations are required as part of the submittal. A fee of \$750.00 is charged for application review and processing. An advertised public hearing is held by the Planning Commission with mailed notice to all property owners within 500 ft. of the proposed project. Upon Planning Commission approval, plans may be submitted to the Building Department for Building Plan Check and Building Permit issuance.

Building permits must be secured before commencement of any residential construction, reconstruction, conversion, alteration or addition. Approval of permit applications is based on conformity with the Uniform Building Code and the Zoning Ordinance, although the Town has the power to grant variances from the terms of the Zoning Ordinance within the limitations provided in the Ordinance. Fees for Building Permits vary and are based on project valuation. Planning and permit fees are summarized by Table H-17B. In general, permit fees and processing times are similar to those in other Peninsula communities and are not regarded as significant constraints to housing development.

The Building Permit process has very little impact on the development of above moderate income housing in Atherton as evidenced by building activity and the number of replacement housings being constructed. The Building Department currently has approximately 800 active permits and approximately 40 houses are demolished and replaced with new houses each year. The Conditional Use Permit process and Building Permit fees could have an adverse impact on development of low and moderate-income

housing. While removal of the process and reduction of fees might function to reduce costs slightly, there are many other factors that act to deter development of such housing. Factors such as the high cost of land (currently at about \$3 million per acre), the limitations on density and non-availability of funds (e.g. in the private educational institutions and from local public sources) are the most likely deterrents to the development of low and moderate-income housing.

TABLE H-17A: RESIDENTIAL PERMIT PROCESSING PROCEDURES

Type of Construction	Use Permit	Building Permit	Plan. Commission Public Hearing	Staff Plan Check & Building Permit Issuance
Single Family Residential		X		X
Second Dwelling Unit	X	X	X	X
Guest House		X		X
Faculty Housing	X	X	X	X
Student Housing	X	X	X	X
Group Quarters	X	X	X	X

TABLE H- 17B: PLANNING AND BUILDING PERMIT FEES, 2001

Type of Fee	Amount
Building Permit	Depends on Valuation (\$8,500.00 per \$1,000,000 valuation)
Lot Line Adjustment	\$750.00
Minor Subdivision	\$1,000.00
Major Subdivision	\$1,250.00 + \$50 per lot
Use Permit	\$750.00
Negative Declaration	\$1,000.00
Road Impact Fee	Depends on Valuation (\$5,000 per \$1m valuation)

Rates listed are based on a \$1,000,000 home and will vary depending on valuation.

3.244 Availability of Assistance Programs.

Atherton does not have sufficient staff or financial resources to undertake major housing assistance programs without substantial backing by state or federal agencies. Recent reductions in funding levels of federal and state assistance programs place the Town in a tenuous position, particularly with respect to local programs requiring such assistance. The diminishing availability of outside assistance programs must be viewed as a constraint to affordable housing.

3.245 Infrastructure Deficiencies and Budget Constraints

The Town of Atherton is responsible for two primary infrastructure components, street and drainage maintenance and reconstruction. Other infrastructure components are the responsibility of others, for example the water supply infrastructure is the responsibility of California Water Service Company. Sewers are the responsibility of the West Bay Sanitary District or the North Fair Oaks Sewer Maintenance District. The Town is also responsible for parks maintenance and operation.

A recent study of Town drainage facilities revealed various deficiencies in this component of the infrastructure. An engineering study found a total of 97 problem areas within the Town boundaries. These included repairs necessary to maintain Atherton Channel in service, elimination of two major flooding areas that pose significant risk to public safety and private property and resolution of local drainage problems. The authors estimated that the improvements necessary to bring the drainage system into compliance with current standards would cost approximately \$40 million.

A similar engineering study with the street infrastructure was conducted with equally serious findings. The study found that many of the streets in town suffer from low sub grade strength, inadequate structural section, poor drainage and erosion of the pavement along unprotected edges. The authors estimate that improvements necessary to bring the street system up to current standards would cost from \$19.3 to \$27.4 million.

These infrastructure deficiencies and costs necessary to resolve the problems are measured against the revenues and budgetary constraints of a municipality primarily dependent upon property taxes for revenues. The Town has a total annual budget of approximately \$7.45 million.

TABLE H-18: ATHERTON BUDGET FY 2002-2003

Revenues		Expenditures	
Property Tax	\$2,251,000	Gen Gov't	\$1,385,362
Sales tax	\$248,000	Bldg. Safety	\$676,969
Meas. A Grants	\$232,360	Public Works	\$1,455,206
Other Taxes	\$1,034,000	Police	\$3,537,088
Permits & Lic.	\$1,570,000	Park Maint.	\$15,160
Service Chgs.	\$761,300	Streets	\$140,870
Use of Mon. & Prop.	\$407,900	Capital Proj.	\$240,910
Gas Tax	\$151,920		
Other Sources	\$795,950		
Total	\$7,452,430		\$7,451,565

The funds available for capital improvements are only 3 % of the budget or about \$250,000 annually. The available funds are miniscule when viewed against a backdrop of \$59.3 to \$67.4 million in costs necessary to upgrade the Town's street and drainage systems in order to protect the public health and safety. Therefore, the infrastructure deficiencies and budget constraints act as major constraints to the provision of housing. The Town simply does not have funds to provide, subsidize, or otherwise financially support the provision of affordable housing. However the Town can, through its regulatory powers, support the provision of affordable housing. Such efforts are described in the following section 3.426.

3.246 Local Efforts to Remove Governmental Constraints to Housing Development

Atherton has chosen to not adopt a number of techniques used by other Peninsula cities in regulating the development of housing. By not adopting these techniques, Atherton has actually removed governmental constraints to housing development. Specific examples include:

- Architectural review and approval is not required.
- Drainage and other similar impact fees are not required.
- Most residential construction requires only Building Code review and does not require time consuming discretionary review.

3.250 Analysis of Non-Governmental Constraints

Land scarcity and high real estate prices are the most significant nongovernmental constraints to affordable housing in Atherton. There are virtually no vacant lots in Atherton. Land currently sells for about \$3 million per acre and can only be acquired by purchase of a developed parcel and removal of an existing house or by subdividing the property, which also most likely involves the removal of an existing residence. The inventory of sites suitable for residential development described in section 3.230 showed a potential of 107 new parcels that can be created by subdividing existing developed parcels. Vacant lots are few in number and render discussions of lot prices virtually meaningless. This is a result of economic forces which are well beyond the capacity of the local government to influence or control. In this context, it is difficult to think in terms of market-based affordable housing provision.

Low vacancy rates are an important factor contributing to high housing values in Atherton. Construction costs are also high in the San Francisco Peninsula. Building costs range from \$150.00 to \$300.00 per square foot. Such costs are not particularly higher in Atherton than in other surrounding jurisdictions. Home financing is generally available and there do not appear to be any mortgage deficient areas within the community. The availability of financing is not a constraint to the construction of housing units consistent with Atherton's regional housing needs.

3.251 Summary of Resources and Constraints to Housing Development

Because the community is virtually built out, the potential effectiveness of Zoning Ordinance revisions and other policy mechanisms designed to promote housing affordability is severely limited. The constraints associated with high market prices and other factors beyond the control of local government outweigh the governmental constraints to housing development in Atherton.

3.260 Analysis of Special Housing Needs

Special needs groups include elderly residents, disabled, large families, female-headed households and farm workers. The numbers of people or households in these special needs groups were counted in the 1990 and 2000 Census.

TABLE H-19: HOUSEHOLD BY TYPE/ HOUSING TENURE (1990 & 2000)

Household by Type	1990		2000	
	Number	(%)	Number	(%)
Total Households	2,403	100	2,413	100
Family Households	1,979	82.4	1,984	82.2
<i>With own children under 18</i>	N/A		804	33.3
Married-couple Family	1,809	75.3	1,824	75.6

<i>With own children under 18</i>	N/A		750	31.1
Female householder, no husband present	119	5.0	108	4.5
<i>With own children under 18</i>	N/A		34	1.4
Non-Family Household	424	17.6	429	17.8
Householder living alone	325	13.5	308	12.8
Householder > 65 years old	174	7.2	182	7.5
Households with individuals < 18 years old	741	30.8	838	34.7
Households with individuals > 65 years old	846	35.2	923	38.3
Household Tenure	1990		2000	
	Number	(%)	Number	(%)
Occupied Housing Units	2,403	100	2,413	100
Owner-occupied housing units	2,242	93.3	2,288	94.8
Renter-occupied housing units	161	6.7	125	5.2
Special Needs Groups	1990		2000	
Disability or mobility limitations				
-Individuals with a work disability	416		418	
16-64 years of age	191		192	
65+ years of age	225		226	
-Individuals with a mobility disability	404		406	
16-64 years of age	179		180	
65+ years of age	225		226	
Persons > 65 years in households	1,237		1,388	
-In family households	958		1,129	
-Living alone	197		182	
-In non-family households	279		259	
-With non-relatives	30		25	
-In group quarters	103		63	
Householders > 65 years				
-In owner occupied units	783		807	

<i>-In renter occupied units</i>	7	21
Large Family Households	256	328
<i>-Five or more persons- rental</i>	27	18
<i>-Five or more persons- ownership</i>	229	310
Female Head of Households	84	108
<i>-Related children</i>	25	34
<i>-No children under age 18</i>	59	74
Agricultural Workers	10	10
Homeless	0	0

3.261 Elderly Households

It is estimated that approximately 1,451 persons over age 65 lived in Atherton in 2000, representing about 20 percent of the Town's population. In 1990 about 1,340 persons age 65 or older lived in Atherton or about 18.7% of the Town's population. 38.3 percent of the Town's households had at least one individual 65 years or older. Extrapolating from the 1990 Census, there are an estimated 226 people 65+ years of age that have work and mobility disabilities. Existing facilities for the elderly in Atherton include the Oakwood Community at Sacred Heart and two smaller facilities. Housing needs of the elderly are related to their decreased mobility, income limitations, health care costs and smaller living space requirements. Also, housing for the elderly should be located in close proximity to medical, commercial and recreational facilities.

3.262 Disabled Residents

Physical, mental and/or developmental disabilities may prevent a person from working, restrict one's mobility or make it difficult to care for oneself. Thus, disabled persons often have special housing needs related to potential limited earning capacity, the lack of accessibility and affordable housing, and higher health costs associated with disability. Disabilities are defined as mental, physical, or health conditions that last over 6 months. Extrapolating from the 1990 Census, it is estimated that 418 persons 16 years of age or older with work disabilities resided in Atherton. Further, it is estimated that 406 of those persons had mobility disabilities. While not all such persons require special housing, some may need specially designed units, located near shopping, transportation and services.

3.263 Large Households

Large family households are defined as households containing 5 or more persons. In many communities there is a limited supply of adequately sized housing units to

accommodate large family households, and consequently they are considered a special need group.

In year 2000 Atherton had an estimated 328 households with large families. This group grew from 256 households in 1990. In many communities, households of five or more members may have difficulties finding housing of sufficient size and affordability. In Atherton, however, the large number of rooms per dwelling (7.93) indicates that a sufficient number of homes exists to accommodate such households. The primary policy that may be of benefit to large households is one which calls for a minimum percentage of affordable units to be built. Policies prohibiting housing discrimination are also applicable to households of this nature.

3.264 Female-Headed Households

The number of female-headed households in Atherton was 108 in 2000. This group grew from 84 households in 1990. The special needs of this group include low cost housing, suitable for children and located near schools and child care facilities. Innovative shared living arrangements, including congregate cooking and child care, would also be suitable. Policies contained in the Housing Element Update which benefit this group include those intended to prevent discriminatory housing practices and promote housing affordability.

3.265 Farm Workers

The number of workers employed in fishing, forestry and farming was 27 in 2000. Most of these workers are gardeners, many of whom occupy on-site affordable housing units. The housing needs of such workers are addressed through the availability of second dwelling units.

3.266 Persons in Need of Emergency Shelters

In 1990, the U.S. Census counted 0 "homeless people in emergency shelters" and 0 "homeless people visible near streets" in Atherton. However, like all communities, there are and will be Atherton residents in need of emergency shelters for a variety of reasons. There are no churches, governmental buildings or similar types of facilities in Atherton available to accommodate an emergency shelter. In San Mateo County, shelters and homeless assistance programs are available on a regional basis and are the main resources available to homeless residents. In 2000 there were three transitional housing shelters operating within San Mateo County serving homeless families with children. Two of these facilities are located nearby in Menlo Park, approximately 2 miles to the south, and in Redwood City, approximately 2 miles to the north. There are also several more specialized shelters for Persons with substance abuse problems and mental illnesses, for victims of domestic violence and for veterans. Additionally, the County's Regional Housing Trust Fund endeavors to provide more transitional and low-income housing opportunities.

The Town of Atherton will amend its annual budget to contribute funds to the Shelter Network, a non-profit San Mateo County organization that provides shelters and homeless assistance programs in San Mateo County.

3.270 Analysis of Opportunities for Energy Conservation

There are many opportunities for energy conservation during the construction of new housing units. In support of this concept, the Town requires the following:

- All utilities installed in conjunction with new construction shall be placed underground. This reduces energy loss and maintenance requirements.
- All new development shall utilize water conserving plumbing fixtures.
- The Town encourages the use of drought tolerant vegetation in landscaping to reduce the need for irrigation.
- Staff encourages the use of active solar technology and passive solar design in construction or modification of structures

Additionally, Town Planners regularly attend seminars, focused on “green building” and incorporate their new knowledge into their jobs on a daily basis.

- Staff will continue to regularly attend conferences and seminars on “green-building” and will continue to make developers aware of the above policies.
- Staff will prepare a handout on “green-building” designs and best procedures to educate developers.

3.280 EQUAL HOUSING OPPORTUNITY

The Town shall encourage provision of housing opportunities for all people and will take appropriate actions when necessary to ensure that the sale, rental or financing of housing is not denied to any individual on the basis of race, sex, national origin, religion, age, or other arbitrary factors. The Town, through the Office of the City Manager will refer discrimination complaints to the appropriate legal service, county or state agency including the Peninsula Conflict Resolution Center, Legal Aid Society of San Mateo County, County Office of Housing, State Department of Fair Employment and Housing, the U.S. Department of Housing and Urban Development.

3.290 Analysis of Existing Assisted Housing Developments that are Eligible for Conversion

There are no existing assisted housing developments in Atherton that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage pre-payment, or expiration of restrictions on use. Such assisted housing developments mean multi-family rental housing that receives governmental assistance under federal programs listed in the California Government Code, state and local multi-family revenue bond programs, local redevelopment programs, the federal community development block grant program, or local in-lieu fees.

3.300 HOUSING GOALS, OBJECTIVES AND POLICIES

The Town's objective for construction of new housing for above moderate income households is 107 and is equal to the ABAG Housing Needs numbers for that income category. As detailed in Section 3.233 "Further Division of Residential Parcels", the net potential number of new dwelling units that could result from development of underutilized parcels is 107. The Town does not have funds to develop housing on its own and therefore depends on the private sector to implement residential development with Town review and approval. Further, there is no ability to annex additional territory for residential development since all surrounding land is either in another city or within the sphere of influence of another city.

The Town's objective for construction of new housing for very low, low, and moderate-income households is equal to the ABAG Housing Needs numbers for those income categories. Those can be accommodated through construction of new second dwelling units, new faculty housing at Menlo School and Menlo College, and new, independent living apartment units for junior/senior students at Menlo College.

The Town's objective for rehabilitation of existing very low-income units are for 9 existing units of faculty housing at Menlo School and 19 existing units of faculty housing at Menlo College. Rehabilitation of above moderate units involves remodeling and additions to existing housing stock based on an average of 50 such projects per year.

The conservation objective refers to the preservation of existing affordable housing stock throughout the planning period.

TABLE H-20: QUANTIFIED OBJECTIVES FOR HOUSING DEVELOPMENT, REHABILITATION, AND CONSERVATION

Income Levels	Construction	Rehabilitation	Conservation
Very Low	22	28	
Low	10		
Moderate	27		
Above Moderate	107	250	
Total	166	278	0

3.310 GOAL: FACILITATE THE PRIVATE DEVELOPMENT OF HOUSING IN AN ATTEMPT TO MEET THE ABOVE MODERATE INCOME HOUSING NEED IDENTIFIED FOR ATHERTON

3.311 OBJECTIVES

- A. Encourage the construction of 107 new housing units in the above moderate-income category in Atherton from 2002-2006.

3.312 POLICIES

- A. Within the limitations of the private housing market the Town shall work with private developers to encourage new housing development.

3.320 GOAL: FACILITATE THE DEVELOPMENT OF AFFORDABLE HOUSING IN AN ATTEMPT TO MEET THE MODERATE TO VERY LOW INCOME HOUSING NEED IDENTIFIED FOR ATHERTON

3.321 OBJECTIVES

- A. Encourage the construction of approximately 59 new housing units in the moderate to very low income categories in Atherton from 2002-2006
- B. Endeavor to distribute the affordable housing by moderate to very low income groups as follows:

Income Category	Number of New Units
Moderate	27
Low	10
Very Low	22

3.330 GOAL: USE THE TOWN'S SECOND DWELLING UNIT ORDINANCE IN AN ATTEMPT TO MEET THE MODERATE TO VERY LOW INCOME HOUSING NEED IDENTIFIED FOR ATHERTON

3.331 OBJECTIVES

- A. Realize the construction of 10 new second dwelling units planned for occupancy by moderate to very low income households in Atherton from 2002-2006

3.332 POLICIES

- A. Encourage rental of existing legal, full time second units.
- B. Continue to implement the town's second dwelling unit ordinance.

3.340 GOAL: FACILITATE THE DEVELOPMENT OF FACULTY AND STUDENT HOUSING ON SCHOOL CAMPUSES IN AN ATTEMPT TO MEET THE MODERATE AND VERY LOW INCOME HOUSING NEED IDENTIFIED FOR ATHERTON

3.341 OBJECTIVES

- A. Encourage the construction of 27 new faculty housing units and 58 new student housing units with kitchens in the moderate to very low income categories in Atherton from 2002 –2006.

3.342 POLICIES

- A. Encourage schools in Atherton to provide affordable faculty and student housing on their campuses.

3.350 GOAL: PROMOTE PRIVATE EFFORTS TO CONSERVE AND IMPROVE ATHERTON'S EXISTING HOUSING SUPPLY

3.351 OBJECTIVES

- A. Promote the improvement, maintenance and enhancement of the existing housing stock through ongoing private and public rehabilitation efforts, with the objective of processing 1,000 applications for rehabilitation and home improvement between 2002 and 2006.
- B. Obtain support from local lending institutions to provide loans for property improvement.

3.352 POLICIES

- A. The Town shall promote conservation and improvement of the condition of its existing affordable housing stock with the goal of conserving all existing affordable units.
- B. The Town shall encourage the private provision of second unit dwellings by publicizing the existence of its Second Dwelling Unit Program.

3.360 GOAL: ENCOURAGE SPECIAL CONSIDERATION TO THE MAINTENANCE AND EXPANSION OF HOUSING OPPORTUNITIES FOR ELDERLY, HANDICAPPED AND LOW AND MODERATE INCOME AND HOMELESS PERSONS

3.361 OBJECTIVES

- A. Enforce uniform building code regulations regarding provision of access for handicapped in residential structures.
- B. Support the conservation and development of affordable housing for citizens of modest means.

3.362 POLICIES

- A. The Town shall continue to enforce the uniform building code regulations regarding provision of handicapped access in residential structures.
- B. The Town shall continue to encourage the production and availability of more affordable housing through the methods described under Goal I.
- C. The Town shall participate by contribution of funds to the Shelter Network Program that provides shelters and homeless assistance programs on a regional basis in southern San Mateo County.

3.370 GOAL: CONTINUE TO PROMOTE HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF RACE, SEX, MARITAL STATUS, ANCESTRY, NATIONAL ORIGIN OR COLOR

3.371 OBJECTIVES

- A. Eliminate discrimination in housing to the extent feasible through Town actions.

3.372 POLICIES

- A. The Town shall actively support housing opportunities for all persons regardless of race, sex, marital status, ancestry, national origin or color.

3.400 Atherton Housing Program-5 year Schedule of Actions 2002-2006

The programs listed below and summarized in Table H-21 set forth the actions the Town of Atherton is undertaking or intends to undertake to implement its policies and achieve the goals and objectives of Housing Element through the administration of land use and development control, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs when available.

3.410 Market Rate Housing Construction

The private construction of market rate housing will continue to provide the majority of housing units in Atherton. These units will be single family detached on existing or newly subdivided parcels within the Town. Accomplishment of the ABAG established above moderate housing needs objectives would result in the development of many of the remaining sites considered suitable for development in Atherton.

Goal: The goal of this program is to realize the development of 107 new above market rate housing units within Atherton over the next 5 years.

3.420 Second Dwelling Unit Program

Atherton has always had a second dwelling units program in conformity with state law. The residential unit may be occupied full-time upon issuance of a conditional use permit by the Planning Commission. This type of second unit must be located within the same area as the main building. Many of these second dwelling units are rented to moderate and lower income households.

Atherton intends to continue its second dwelling unit program and encourages construction of new, full-time occupied second units as a means of providing affordable housing in the community.

Goal: The goal of this program is to realize the construction of 10 new second dwelling units affordable to low income households within Atherton over the next 5 years.

3.430 Faculty and Student Housing Program

Atherton supports and encourages the expansion and development of faculty and student housing on campuses within the Town. Private schools particularly have expressed the desire to build additional faculty and student housing units as a means of retaining qualified staff and providing affordable housing on campus for students. All of the faculty units and most of the student units would qualify as affordable.

As described in Section 3.232, Menlo School has indicated the need to construct an additional 11 faculty housing units and to replace 9 existing faculty housing units with new units on their campus. The result would be 20 new faculty units on the Menlo School Campus. As described in Section 3.231, Menlo College has indicated the need to construct an additional 16 faculty units (for a total of 35 units envisioned in the Campus Master Plan) on their campus. The College has also indicated a desire to construct certain student housing for juniors and seniors designated for independent living with separate entries, kitchens and living space. Approximately 58 units of this type of student housing is planned for construction in the near future. Both institutions have stated it is their objective to rent the faculty and independent living student housing to low and moderate-income households at rates affordable to these income levels. The Town intends to enter into agreements with the institutions that will implement the income and rental rate objectives for a term of at least 15 years. Such agreements would result from the Conditional Use Permit approval process. The Town will also assist the institutions' efforts in providing affordable housing by facilitating permit approvals, facilitating loan and grant applications and expediting building permit processing.

Goal: The goal of this program is to realize the construction of 27 new faculty housing units, the rehabilitation or reconstruction of 28 faculty housing units and the construction of 58 new student housing units with kitchens, affordable to very low, low and moderate income households within Atherton over the next 5 years.

TABLE H-21: SUMMARY OF ATHERTON HOUSING PROGRAM

Program	Total units Planned	Rehab or Demo Exist. Units	Income Levels				Totals
			Very Low	Low	Moderate	Above Moderate	
Market Rate	81					81	81
Menlo School Faculty	20	<9>	6		5		11
Menlo College Faculty	35*	<19>	8		8		16
Menlo College Students	58**		8	10	14	26	58
	194	<28>	22	10	27	107	166

*30 units in Faculty Housing Village, 5 units in apartment Style Village

** 5 of the 63 units in Apartment Style Village reserved for faculty and staff.

3.500 Evaluation of Existing Housing Programs

3.510 Market Rate Housing Construction

In 1991, when the current Atherton Housing Element was adopted, the objective was to facilitate the addition of thirty-one above moderate income (i.e. market rate) units to the housing stock during the 1988-1995 period. Building permit records show the net addition (new units minus demolitions) of fifty-three new, above market rate units to the Atherton housing stock during that period. Therefore, Atherton exceeded its objective by 171%. During the period of 1996-2000 above moderate income housing production continued with the net addition of twenty-one more market rate units.

3.520 Second Dwelling Unit Program

During the 1988-1995 period the objective was to facilitate the addition of twenty-three very low, low and moderate-income units to the Atherton housing stock. Conditional Use Permit and Building Department records show that ten new second dwelling units were approved and constructed. It is assumed that those units were rented at rates affordable to low and moderate income households. During the period of 1996-2000, additional second dwelling units were added to the Atherton housing stock.

3.530 Shared Housing Program

The Human Investment Project, San Mateo, California, is a non-profit organization that helps match people or households seeking affordable housing with owners of housing who are interested in renting or sharing space in their home. The organization has been successful in finding both providers and renters willing to participate in the program in San Mateo County. Two such placements were made in the 1988-95 time period. Both placements were for low-income households. Additional placements were made in the period 1996-2001.

TABLE H- 22: SUMMARY OF EXISTING HOUSING PROGRAM EVALUATION

Income Group	1988-95 Estimated Need	Actual Construction			
		Private Construction	Second Dwellin Unit Program	Shared Housing	Total
Very Low	8		10	2	12
Low	6				
Moderate	9				
Above Moderate	31	53			53
Totals	54	53	10	2	65

3.600 EFFORTS TO ACHIEVE PUBLIC PARTICIPATION

The Atherton General Plan Committee had been holding public meetings with the Housing Element on the agenda since October 2001. In order to ensure a significant and inclusive public process, citizen committees, the public, and elected officials are being asked to review and consider the document and policy recommendations.

Copies of a summary of the draft will be circulated to and comments requested from local citizens, affordable housing advocates and other interested parties. The draft will be available upon request. The distribution list includes:

- Atherton General Plan Committee (eight Atherton residents)
- Mid-Peninsula Housing Coalition
- Human Investment Partnership
- Housing Leadership Council
- Center for the Independence of the Disabled
- Samaritan House
- Peninsula Policy Partnership—Housing Action Team
- C.A.L.L. Primrose Center
- Shelter Network
- C/CAG (City/County Association of Governments)
- SAMCAR (San Mateo County Association of Realtors)

In addition, the draft summary and public hearing information was disseminated in the following ways:

- An article was published in the Athertonian, a Town sponsored newsletter that is mailed to every household in Atherton describing the Element and inviting residents to Planning Commission and City Council public hearings.
- Press Release- a press release went to all local newspapers
- Letters of invitation to all housing-related institutions that the Town has worked with such as Shelter Network, Samaritan House, Human Investment Project, C.A.L.L. Primrose Center, SAMCEDA, Mid-Peninsula Housing Coalition, Center for the Independence of the Disabled, and Housing Leadership Council.
- Distributed to the Fire Department
- Posting in City Hall
- Mailing to the Council
- Mailing to the school district
- Distributed to the Police Department

Additionally, comments from the citizen's committees, the general public, and the State of California will be incorporated into the Housing Element and the Staff Report and Staff will present the Housing Element during a public hearing to the Planning Commission followed by a public hearing at the City Council.

HOUSING ELEMENT GLOSSARY

Family

A family is a household with at least two people who are related, one of which must be the householder. The people can be related by birth, marriage, or adoption. By definition, a household containing related people can contain only one family for purposes of census tabulations.

The various family types are:

Married-Couple Family

A family in which the householder and his or her spouse are enumerated as members of the same household.

Other Family: Male Householder, No Wife Present

A family with a male householder and no spouse of householder present.

Other Family: Female Householder, No Husband Present

A family with a female householder, no spouse of householder present.

Group Quarters

All persons not living in households are considered by the Census Bureau to be living in group quarters. Persons in group quarters are either institutionalized (under custody or supervised care at the time of enumeration) or noninstitutionalized (where there are 10 or more unrelated persons living in one housing unit). Noninstitutional group quarters include rooming houses, group homes, school dormitories or off-campus boarding houses, military quarters, agricultural or non-ag. workers dormitories, and emergency shelters for homeless persons or runaway children.

Hispanic Origin (Spanish Origin)

Persons of many races may report they are of Hispanic origin. For example, a Puerto Rican may report he is Black, a Mexican or Canadian native that he is American Indian, a Spaniard that he is White, and someone from the Philippines that he is Asian. At the same time, all of these people may also report they are Hispanic. Origin can mean ancestry, nationality group, language group, lineage, or country of birth for the respondent or parents of the respondent.

Householder (HLDR.)

One person in each household is designated as householder. This is usually the person in whose name the home is owned, being bought, or rented. Where these conditions are not applicable, any adult in the household 15 years old and over could be designated as householder. A family householder is a householder living with one or more persons related by birth, marriage, or adoption. A nonfamily householder lives alone or with nonrelatives only.

Households (HHLD.)

A household includes all persons who occupy a housing unit. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. The presence of relatives determines that it is a family household.

Housing Unit

A house, an apartment, a mobilehome or trailer, a group of room, or a single room that is occupied as a separate living quarters, or if vacant, is intended for occupancy as a separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall. For vacant units, the criteria of separateness and direct access are applied to the intended occupants whenever possible.

Mean

This is the arithmetic average of a set of values derived by dividing the sum of a group (or aggregate) of items by the total number of items. Aggregates are used in computing mean values. Mean family income is obtained by dividing the aggregate of all income reported by persons in families by the total number of families.

Median

The middle value in a distribution, dividing the total frequency into two equal parts. The median is computed on the basis of the distribution as tabulated, which is sometimes more detailed than the distribution shown in Census products.

Persons Per Family

The number of persons obtained by dividing the number of family members by the total number of families (or family householders).

Persons Per Household

Persons per Household equals the total population minus those persons living in group quarters divided by the number of occupied housing units.

Population

Includes all United States citizens and legally recognized U.S. resident non-citizens. Non-Citizens illegally residing in the U.S. are also included. U.S. citizens living outside the country but declaring a state to be their legal residence are not included.



ATHERTON GENERAL PLAN

VACANT AND DEVELOPABLE SITES

0 500 1000 1500
SCALE IN FEET



SITES SUITABLE FOR HOUSING
(SEE TABLE 3 IN TEXT)

•2

**SITES CAPABLE OF DIVISION TO
CREATE ONE ADDITIONAL HOUSE**



SITES SUITABLE FOR 1 HOUSE



INSTITUTIONAL LAND USE

4.000 OPEN SPACE AND CONSERVATION ELEMENT

4.100 INTRODUCTION

4.110 Purpose and Content

In order to eliminate duplication, the Open Space and Conservation Elements of the Atherton General Plan have been consolidated into a single document, a procedure authorized by Government Code Sections 65301 and 65302. Programs and policies outlined in this combined Element are to be coordinated with State and Regional open space and conservation policies.

4.120 Relation to Other Elements

In addition to being closely related to one another, open space and conservation relate closely to the Land Use and Circulation Elements. Decisions implemented under policies contained in those Elements could significantly impact upon open space and sensitive environmental features.

4.130 Open Space Land Uses

The State Government Code refers to four different categories of open space:

- A. Open space for the preservation of natural resources;
- B. Open space used for the managed production of resources;
- C. Open space for outdoor recreation;
- D. Open space for public health and safety.

4.200 OPEN SPACE AND CONSERVATION GOALS AND OBJECTIVES

For the most part, open space lands in Atherton fall into categories (A) and (C). Much of the open space utilized for resource preservation is privately held, while Holbrook-Palmer Park is the most substantial publicly held open space used for recreational purposes. Lands which are characterized by cross slopes in excess of 30 percent can be classified into category (D) above.

4.210 Goal

To protect both publicly and privately held lands from deterioration of their rural charm, scenic value and environmental equilibrium.

4.220 Objectives

4.221 Preserve presently existing open space, wildlife and vegetation.

4.222 Prevent developmental encroachment on open space and sensitive environmental resources.

4.230 Open Space and Conservation Policies

4.231 The following policies, in addition to those set forth under open space land use policies in the Land Use Element, are intended to help guide decision making in regard to open space and conservation impacts in Atherton.

4.232 The Town shall endeavor to protect scenic resources, significant stands of natural vegetation, wildlife habitat, public safety and significant archaeological resources, both publicly and privately held.

4.233 The Town seeks to preserve the open space characteristics of existing public and private schools, churches, the Circus Club, the California Water Service property and the public parks.

4.234 Holbrook Palmer Park shall serve as the Town's primary outdoor recreational facility subject to the following conditions:

A. The property shall not be used, occupied or operated for commercial or housing purposes except those which are strictly incidental and appropriate to its use as a public recreational park.

B. The Park is to be used for the benefit of the citizens of Atherton.

C. The Park may not be used for political purposes except those which involve the public affairs of the Town of Atherton as a whole.

D. The Park may be rented for use by others in accordance with the standards established by the Parks and Recreation Commission.

4.235 In addition to Holbrook Palmer Park and the Reading Park, public elementary and high school properties are also available for recreational use.

4.300 ACTION PROGRAM

4.310 Trees shall be preserved wherever possible. This policy shall be explicitly considered during the subdivision process.

4.320 Minimum lot sizes, setback restrictions, height limitations and sign

regulations shall be employed to accomplish open space and conservation objectives.

- 4.330 The Town shall investigate the potential for cooperative recreational use of existing school sites.

5.000 NOISE ELEMENT

5.100 INTRODUCTION

5.110 Purpose

The Noise Element seeks to describe the present and future noise environment of Atherton in an effort to prevent intrusion by harmful and annoying sound levels. Major noise sources are identified, the effects of noise on the community are discussed, and strategies for minimizing unwanted noise are outlined.

5.120 Relation to Other Elements

The Land Use, Circulation and Housing Elements are most closely related to the Noise Element. This is because vehicular traffic, which causes most noise, is largely determined by the land use and circulation pattern, and because people are most sensitive to noise levels which disturb their residential environment.

5.130 General Description

Noise is defined as “unwanted sound” and can be viewed as an adverse environmental impact. Its intensity depends on its effect on the listener. Noise levels are measured on a logarithmic scale in decibels, ranging from 0 to 180. Because the decibel scale is logarithmic, a small decibel change represents a large change in noise intensity; however, it usually takes a change of about 10 decibels before a doubling of loudness is perceived by the human ear. Table N-1 illustrates a variety of commonly encountered noises as measured in decibels.

5.200 THE NOISE ENVIRONMENT IN ATHERTON

Community noise levels vary continuously; therefore all of the individual noise readings must be averaged over a 24-hour period to give an equivalent level. This equivalent noise level, expressed as Ldn (Day-Night Average Level), has been estimated based on traffic counts and train schedules, as well as field measurements, using an electronic noise meter. The resulting noise contours and field measurements have been plotted on Table N-1 to illustrate areas of significant noise exposure in the Town.

Table N-1 illustrates that the major contributors to the noise environment in Atherton are transportation sources located in the eastern section of the Town. Lands surrounding El Camino Real and the Joint Powers Board Railroad right-of-way are the primary areas where noise levels reach the 60 to 70

decibel range. Flights from and to San Francisco International, San Carlos and Palo Alto Airports, and traffic on Interstate 280, contribute to community noise levels. Overall, however, no Atherton residents should be subject to prolonged, unacceptable noise levels. This is a critical factor in maintaining the Town's desirability as a residential community.

TABLE N-1: TYPICAL SOUND LEVELS IN DECIBELS

Db Sound Source	Listener at:	Reading	Response
Aircraft Carrier Deck Operation		145	Painfully loud Limit amplified speech
Jet Takeoff	200 feet	120	
Auto Horn	3 feet	115	Maximum vocal effort
Jet Takeoff Garbage Truck	2000 feet	100	
New York Subway Station Heavy Truck	50 feet	90	Very annoying loudness
Alarm Clock		80	Annoying
Freight Train Freeway Traffic	50 feet	70	Telephone use difficult
Air Conditioning Unit	20 feet	60	Intrusive noise levels
Light Auto Traffic	100 feet	50	Quiet
Residential Living Room	40 feet		
Library	Soft whisper at 20 feet	30	Very quiet
Broadcasting Studio	10 feet just audible; 0 threshold of hearing	20	

TABLE N-2: LAND USE COMPATIBILITY FOR COMMUNITY ENVIRONMENTS

Normally Acceptable	Conditionally Acceptable	Normally Unacceptable	Unacceptable				
556065707580							
Residential-Low Density, Single Family Homes							
Schools, Libraries, Churches							
Playgrounds and Neighborhood Parks							

In terms of future noise impacts, traffic increases along inter-regional roadways will be the largest contributor to heightened community noise levels. Increased traffic volume along El Camino Real may result in a widening of the 60 dB noise contour by approximately 75 feet by 2005. Although forecasts of freeway traffic volumes are not available, similar increases along Interstate 280 could widen its 60 dB contour by roughly 110 feet. Thus, it appears probable that a higher number of Atherton properties may be located in areas defined as noise sensitive in the future.

5.300 RELATION OF NOISE ELEMENT TO STATE ADMINISTRATIVE CODE

Title 25 of the California Administrative Code requires that an acoustical analysis be prepared for new hotels, motels and multiple-family dwellings which are to be located where the Community Noise Equivalent Level (CNEL) is greater than 60 CNEL outdoors. Although Atherton contains no land uses of this nature, detailed acoustical analysis is sometimes required for residential uses in high impact areas. The acoustical report must discuss how the exterior noise levels can be controlled to 60 CNEL, and how the noise environment inside these structures can be controlled to not exceed 45 CNEL. The acoustical analysis is appropriately included as part of an Environmental Impact Report, or can be a separate report accompanying the building permit

application when no EIR is required.

5.400 INTERPRETATION OF THE LAND USE COMPATIBILITY CHART

5.410 Normally Acceptable

The range of noise levels in this category is compatible with the specified land use type. No special noise insulation is required in buildings of conventional construction.

5.420 Conditionally Acceptable

The range of noise levels in this category is higher than those normally acceptable for the specified land use type. A detailed acoustic study should be undertaken to set forth design features that will reduce exterior noise levels and/or for construction to control the amount of exterior noise reaching interior use spaces.

5.430 Normally Unacceptable

New construction or development of the specified land use type should be discouraged. If development is to proceed, a detailed acoustic study must be prepared and needed noise insulation features incorporated into the design.

5.440 Unacceptable

New development of the specified land use type should not be undertaken when the site falls within the range of noise levels in this category.

5.500 NOISE MITIGATION METHODS

In situations where the range of noise levels are higher than that considered normally acceptable for a specified land use type it may be possible to reduce the effective noise level to achieve better compatibility. Each site has its own characteristics and problems, thus mitigation measures which are effective for one project may not apply to another. For this reason, it is not appropriate to predetermine the method by which noise levels should be reduced or controlled throughout the community. Regardless of the mitigation measure or combination of measures which is used, it is almost always less costly to include the mitigation in the design phase rather than dealing with the problem later. At the present time, there is no need for systematic enforcement of noise mitigation techniques discussed below. If in the future the Town Council deems appropriate, a program for implementation of mitigation measures will be developed.

The measure or combinations of measures that can be used to mitigate noise

fall into four general categories:

- A. Site Planning
- B. Architectural Treatment
- C. Noise Barriers
- D. Construction Modification

5.510 Site Planning

By taking advantage of the natural shape and contour of sites it is often possible to orient buildings and other uses in a way that will reduce or eliminate noise impact. The ways in which site planning can be used to reduce noise impacts are as follows:

- A. Increase the distance between the noise source and the receiver.
- B. Place non-noise sensitive land uses (parking lots, maintenance facilities, utility areas) between the source and the receiver.
- C. Use non-noise sensitive structures (garages) to shield noise sensitive areas.
- D. Orient buildings so outdoor areas are shielded from noise.

5.520 Architectural Layout

By attention to the types of uses being accommodated in a structure, the noise-sensitive uses can be moved to the quiet side of the building. Some typical examples are listed:

- A. Put bedrooms on the side of the house farthest from roadways.
- B. Do not locate outdoor balconies or patios facing major roadways.
- C. Design "U" shaped buildings to shield patios.

5.530 Noise Barriers

Solid barriers between the noise source and the noise-sensitive area block out sound waves. The minimum acceptable surface weight for an effective noise barrier is four pounds per square foot (equivalent to 3/4 inch plywood) with no cracks or openings. To be effective, the barrier must interrupt the line of sight between the noise source and the receiver. Noise barriers are created by

topographical features in some situations. Earth berms can be created by grading to achieve the same result. It should be noted that short barriers are not effective regardless of height because sound waves will pass around the end of them and still reach the receiver. This effect, called flanking, can be minimized by bending the wall or barrier back from the noise source at the ends of the barrier.

5.540 Construction Modification

Indoor noise levels due to exterior noise sources can be controlled by the noise reduction characteristics of the building's shell. In general, windows and doors are the weakest links in the acoustic skin of a building. The amount of insulation and sealing required depends on the amount of noise reduction required. The following approaches may be considered:

- A. Use solid core doors having an acoustic door gasket.
- B. Use double paned glass or gasketed window systems.
- C. Add insulation material to walls, ceilings and floors.

5.600 NOISE ELEMENT GOAL

To maintain the serene atmosphere of the Town by minimizing the intrusion of noise generating activities.

5.700 NOISE ELEMENT POLICIES

5.710 A survey of noise contours has been conducted in accordance with Section 65302(G) of the Government Code and accompanies this Element.

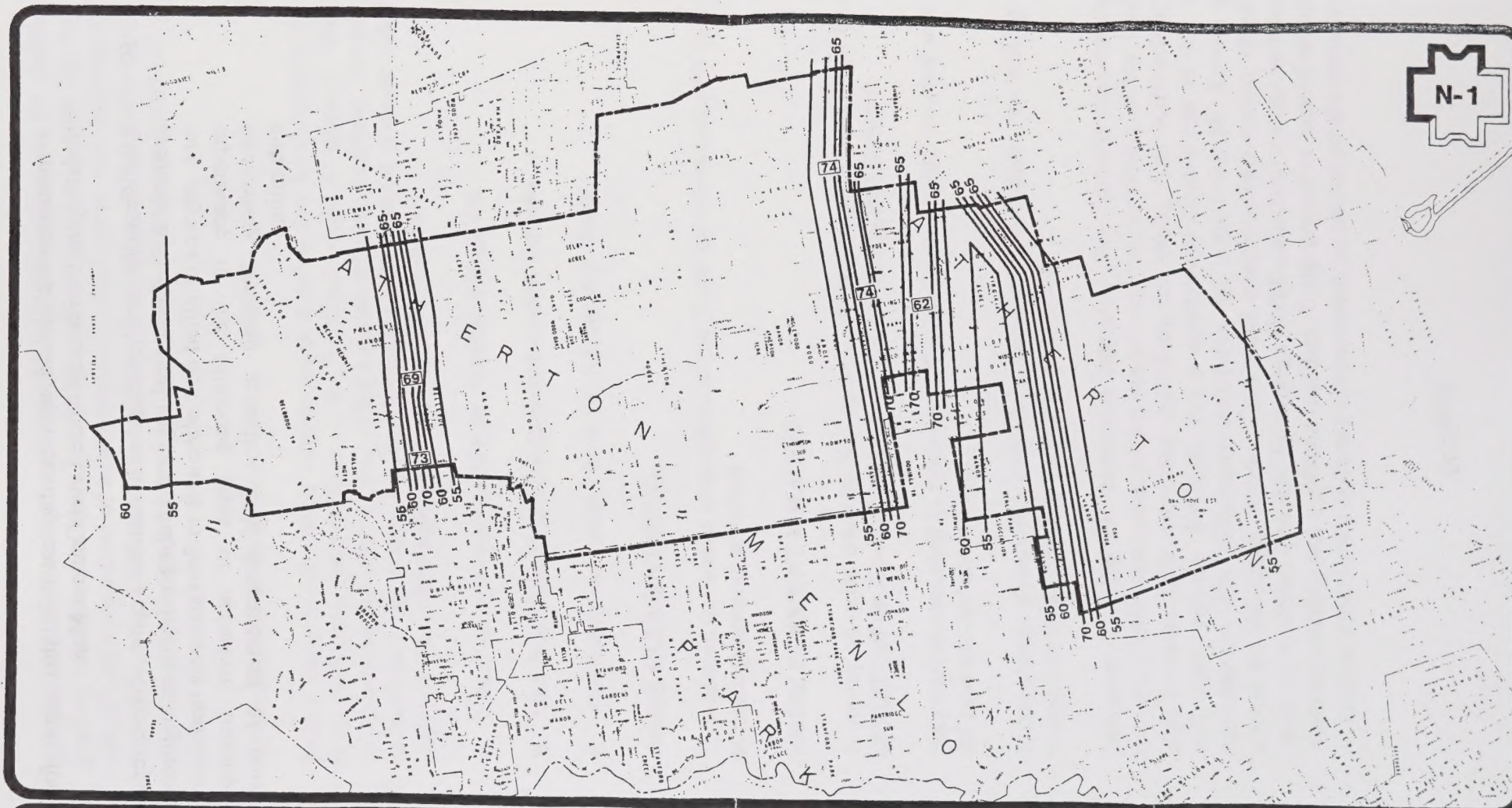
5.720 Information contained in the survey of noise contours shall be used as a tool for land use decision making.

5.730 If complaints about noise increase in the future, procedures for dealing with complaints in the community will be established.

5.740 Minimum Contents of Acoustical Reports - Site specific reports should contain a brief description of the project and the sensitivity of the land use type to noise, an accurate map describing the setting with surrounding uses and noise sources identified, and a quantitative description of the noise environment. For multi-story structures, the report should discuss noise effects for the upper floors. Field noise sample measurements should be taken over several days and the average CNEL calculated should be based on daytime, evening and nighttime readings. If the project is located within the vicinity of a previously collected measurement, as shown on the contour map,

a measurement should also be duplicated at that point for purposes of updating the Community Noise Level Contour Map.

- 5.750 Qualifications for Preparing an Acoustical Report - Noise reports should be prepared by an acoustical engineer holding a degree in engineering, architecture, physics or allied discipline able to demonstrate a minimum of two years experience in the following areas of acoustics: transportation noise forecasting, building acoustics, field measurement of noise and noise mitigation.



ATHERTON GENERAL PLAN

1986-1987 NOISE CONTOURS

— 65 — EQUIVALENT NOISE LEVEL, dBA
— Ldn CONTOURS

72 FIELD MEASUREMENT (1989)
Leq

6.000 COMMUNITY SAFETY ELEMENT

6.100 INTRODUCTION

6.110 Purpose

The Safety Element is intended to describe natural and man made disasters which may pose a hazard to the residents of Atherton. It sets forth policies for responding to threats to public safety.

6.120 Relation to Other Elements

The Safety Element is closely related to the Circulation, Land Use, Open Space and Conservation Elements.

6.130 General Description

The County of San Mateo, through its Area Disaster office, maintains an emergency plan for the County-wide area. The plan describes responsibilities for the coordinated response actions in the event of a disaster. Within that document are found specific plans for earthquake response, hazardous materials incident response, and multi-casualty incident response.

The Town of Atherton will continue to work closely with the Operational Area of the Governor's Office of Emergency Services to ensure up to date information and planning for disasters and other emergencies that might occur. The Town of Atherton will continue to maintain contact with other governmental agencies regarding the protection of residents of Atherton and the County of San Mateo to include nuclear, biological and chemical preparedness. This planning includes response to threats made to public facilities, drinking water treatment facilities, and other necessary infrastructure.

Types of emergencies which could occur in Atherton include a major fire, earthquake, hazardous chemical spill or multi-casualty incidents. The likelihood of such an occurrence necessitates that the community prepare appropriate response procedures. Fire safety and hazardous chemical spills are primarily the responsibility of the Menlo Park Fire Protection District. Multi-casualty incidents involve all public safety agencies. Consequently, this element focuses on Seismic Hazards.

SUMMARY OF SEISMIC HAZARDS IN ATHERTON PLANNING AREA

The primary seismic threat to the Town of Atherton is represented by the San Andreas fault and its attendant rift valley which lies approximately five miles to the west of the Town. This fault has a long history of earthquake activity. While there are no known active or potentially active faults within the Town of Atherton, it is subject to periodic, very strong earthquakes which originate either on the San Andreas or from the Hayward and Calaveras faults in the East Bay. Most geologists agree that an earthquake of comparable magnitude to that which occurred in 1906 may well be experienced by the current generation of Bay Area residents.

Seismic hazards associated with earthquakes include the following:

- A. Surface Faulting - which is usually limited to a narrow zone along the fault which is undergoing rupture.
- B. Ground Shaking - which poses the most serious potential hazard to Atherton.
- C. Ground Failure - in which the ground no longer holds together as a result of strong earthquake shaking, causing damage to buildings and other structures.
- D. Seismically Induced Water Waves - which are caused by ground vibrations during an earthquake.

In the future the major source of earthquake damage is likely to come from the San Andreas Fault system, including the Hayward fault and the Calaveras fault branches in the East Bay area. The worst possible earthquake magnitude should not exceed the 1906 level of 8.3 on the Richter Scale, according to authorities. The principal effect of such an earthquake in most of the Town will be the sudden, unexpected initiation of a strong shaking motion of the ground, which will last approximately one minute. This ground shaking can be expected to be hazardous to people during the earthquake.

Evacuation Routes, Peak Load Water Supply Requirements and Fault Zones

Pursuant to the State Planning Guidelines, evacuation routes have been designated below. Also, State Planning Guidelines require the Safety Element to include a statement specifying the peak load water supply requirements for the Town. Peak load water supply requirements currently average just under five million gallons per day during the months of August and September. A map illustrating the proximity of the Town to major earthquake faults has been included in this element.

6.300 SAFETY ELEMENT POLICIES

- 6.310 The Town recognizes the potential danger to public safety that may result from natural or man made causes and seeks to minimize the public risks in such hazards.
- 6.320 The emergency evacuation routes established in this General Plan Element are El Camino Real, Middlefield Road, Marsh Road, Alameda de las Pulgas and Valparaiso Avenue.
- 6.330 Minimum road widths and clearances around structures shall be in accordance with generally recognized minimums consistent with fire protection.
- 6.340 Emergency service personnel shall maintain high levels of effort in areas of emergency preparedness training, action plan development and drills, education and new techniques for community response and prevention, and inter-agency cooperation for public safety.
- 6.350 The Town shall incorporate geotechnical hazard data such as the fault map contained in this document into future land use decision making, site design and construction standards.
- 6.360 Public education, research and information dissemination on seismic hazards and emergency response shall be encouraged.
- 6.370 The Town shall seek to improve interjurisdictional cooperation with other agencies for geotechnical safety in land use planning, hazard prevention and emergency response.



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